Homelessness in Delaware

College of Urban Affairs and Public Policy
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Newark, Delaware 19716

in cooperation with

The Salvation Army

HOMELESSNESS
IN DELAWARE

by

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Finally, a great debt is owed to the staff and residents of the emergency shelters throughout the state. Without their willingness to participate, their efforts in data collection, and their honesty and openness, this study could not have been accomplished. It is our hope that the information they share with us through this report will lead to better and more effective responses to the devastating condition of homelessness.

I. FINDINGS AND RECOMMENDATIONS

Principal Findings

Growth In Homelessness

Data on the number of different persons housed monthly by emergency shelters in Delaware shows an increase of 50 percent between January 1984 and October 1987. All three of the state's counties are experiencing this substantial growth in the problem. While it is very difficult, perhaps impossible, to determine the precise number of homeless persons in the state due to definitional and other methodological problems, there is clear evidence that homelessness in the state is getting worse.

Characteristics of the Homeless

A very large segment of the homeless population consists of women and children. In a survey of those residing at emergency shelters, 36 percent were female adults. An even greater proportion, 39 percent, were children 18 years old or younger. Of the children, approximately three out of five were under the age of five. Only a quarter were adult males. A second survey that focused on both residents of emergency shelters and those calling on a variety of social service agencies seeking immediate help in locating shelter found even higher proportions of children.

Families with children accounted for one-third of all homeless households surveyed, and almost all of those were headed by a single female. Male/female couples with or without children were rarely found. One-person male households were seen 37.2 percent of the time, and one-person female households were observed at a frequency of 26.4 percent. The median age of homeless heads of households was 28.5 years.

Blacks were very much over-represented among the ranks of the homeless surveyed for this study. While approximately one out of every five households in the general population are black, more than two out of five of the surveyed homeless households were black.

Homeless people are poor. Almost half of all the heads of households surveyed had no income from any source, including public assistance. A total of 81 percent had either no income or received less than $5,400 annually ($450 monthly). Approximately one-quarter of heads of households were employed full- or part-time.

Homeless adults were found to have low levels of formal education. While a quarter of the sample had a high school diploma, and another quarter had at least some college, slightly more than half had not completed high school.

The majority of the homeless surveyed were Delawareans, as opposed to individuals who recently moved to the state or were travelling through the state and became stranded. Almost half had lived for three or more years in the general vicinity of where they were currently receiving emergency or temporary housing assistance.

Homelessness was a new experience for the majority of those interviewed. Slightly more than 62 percent of households were homeless for the first time. Men living alone and single women with children were the two groups most likely to have experienced the problem for the first time. Only one-fifth of all the surveyed homeless heads of household said they had been homeless more than twice over the preceding two years.

The duration of individuals' homeless episodes varies. Approximately two out of five had been homeless for less than one month at the time they were interviewed; three of five had been homeless from one day to two months. Approximately one out of five of those sampled could be termed "chronically homeless" in that they had been without their own place to live for over a year.

A history of mental health-related problems, including substance abuse, was reported by 41 percent of the surveyed heads of households. Overall, three of five respondents said they had never been treated for any type of mental health-related problem. A total of 16 percent of household heads stated they had previously been treated for drug or alcohol abuse only, about the same proportion said they had been treated for mental or emotional problems only, and 9 percent claimed they had been previously treated for both.

Direct Services to the Homeless

There are 13 emergency shelters in the State of Delaware, which provide approximately 430 on-site beds. In addition, some of these agencies and a variety of other agencies periodically place homeless persons in motel rooms and other temporary quarters. Also, there are a number of residential treatment programs that, strictly speaking, are not emergency shelters, but which house individuals who would otherwise be homeless.

Most shelter programs in Delaware provide more than just shelter. Such things as meals, life skills training, personal counselling, and referrals are often provided to clients.

In New Castle County, the four shelters that serve women and children were at or above capacity during the period from June 8, 1985, through December 25, 1987. The same was true for the two shelters that serve single men. Other types of shelters in the county appeared to, on average, be operating at levels somewhat below capacity.

In Kent and Sussex counties, capacity utilization differs considerably across shelters. The two Sussex County shelters over the June 8, 1985, to December 25, 1987, period experienced an increase in filled beds which resulted in the two being at or near capacity during portions of 1987. The shelter in Dover saw somewhat of a decrease in utilized beds over the period.

Federal and state funds available for emergency shelter programs have risen in recent years. This has occurred even though there have been substantial cutbacks in federal social spending overall.

Causes of Homelessness

While there are a variety of causes of homelessness, the majority of homelessness in Delaware is related to poverty and the increasing cost and limited supply of rental housing. Poverty in the U.S. and in the state appears to be increasing. This is due in part to structural changes in the economy, the continuing increase in one-person households, and reductions in federal entitlement programs. The cost of rental housing in many parts of the state is also growing at more than twice the rate of inflation, and federal housing assistance programs have been severely cut. As a result, more and more people are unable to afford adequate housing of any kind.

Mental health factors play a significant role in causing homelessness in Delaware. From 20 to 40 percent of the homeless population in the state are estimated to have a history of mental illness or substance abuse. Nationally, there is evidence that the homeless mentally ill population is growing, due primarily to the policy of deinstitutionalization and demographic factors. Delaware is not immune from this national trend.

Policy Recommendations

The emergence of a population of homeless persons that is heavily dominated by young adults and children will affect the health and well-being of our nation and state for generations to come. It is essential, therefore, that efforts to address this problem and meet the needs of this population be a priority at all levels of society. While the costs of significantly reducing homelessness are initially high, the long-term social and economic costs of not responding adequately to the problem are exorbitant. If effective remedies are not put into place soon, increased human misery will result, more spending on emergency assistance will be required, there will be accompanying losses in economic productivity, and all with the prospect of a substantial growth in social discontent. As a society and as a state, we cannot afford to ignore the problem of homelessness.

The solution to homelessness lies in a partnership among several groups, including government, business, and the nonprofit sector. The size and depth of the problem is too great for any one part to bear alone, much less solve alone. Each sector brings with it unique qualities and resources that, if joined together, could undermine the forces that are generating this devastating condition. Together, the public, private and nonprofit sectors must work to provide a comprehensive service structure.

The supply of low-income housing units in Delaware, especially rental units, must be increased substantially. It is clear that large numbers of persons are homeless because they cannot afford housing. To accomplish this, there must be a significant increase in subsidy monies for both new construction and rehabilitation. More specifically, we recommend the following:

- The federal tax code should be modified so that it restores more favorable tax treatment to investors in rental housing, especially low-income rental housing.

- Delaware's "Housing Development Fund" should be substantially expanded. The annual allocation to the fund should be at least $10 million, and a substantial proportion of this amount should come from dedicated revenue sources. The fund should be used to make both loans and grants to developers and to low-income persons and should be primarily targeted to development of rental housing and transitional housing facilities. A portion of the fund should also be spent on providing technical assistance and training to nonprofit agencies and profit-making firms that seek to develop or improve their capacity to engage in the development of low-income housing.

There should be an expansion of "transitional housing" programs in the state. Such programs house individuals and families from anywhere between six and twenty-four months, and can afford a smooth transition from homelessness to permanent shelter by providing a coordinated array of services to individuals and families that would improve their ability to live independently. Different types of programs will need to be specially tailored to different segments of the homeless population. This approach is already being used in Delaware to a limited extent. "Evans House," a joint project of the Delaware State Housing Authority, The Salvation Army, the Wilmington Housing Authority and the YWCA provides an apartment, job counselling and training, on-sight affordable child day care, and other support services to 15 female-headed families with children. Other plans are currently underway to develop additional transitional housing programs for mentally-ill persons.

Additional federal, state and local funds should be allocated to emergency shelter programs in the state. Existing shelters in the state are doing a remarkable job in providing emergency shelter, especially considering the financial constraints under which they operate. However, there is a clear need in New Castle County for additional shelter space for families. In addition, new shelter programs that serve a variety of people should be established in areas that are now seriously under-served: southern New Castle County and the ocean resort area of Sussex County.

Substantial additional funding is needed to increase the quality and availability of the support services that are provided by shelter agencies. The provision of personal counselling, job training, child care, drug and alcohol rehabilitation treatment, and other services in a rational and coordinated fashion is an important, if not critical, element in reducing homelessness. These services are labor-intensive and require the involvement of qualified personnel. The nonprofit sector in Delaware has proven that it can effectively provide such an array of services, but it needs increased funding to do so. The state's Emergency Housing Assistance Fund (EHAF), which is currently financed through taxpayer contributions, could be the source of more revenue. The existence of this fund should be publicized extensively and the General Assembly should consider making special supplementary allocations to the fund annually.

Expanded literacy education and job training opportunities should be made available. Providing improved employment opportunities to individuals is a critical component of the solution to homelessness, and given our rapidly changing economy, providing such opportunities requires a strong commitment to basic skills education and job training that is specially tailored to the labor needs of Delaware industry.

The welfare system must be reformed and enhanced. Benefit levels are low in Delaware and must be increased, and eligibility criteria must be loosened. A broad range of benefits must be available to persons who do not have a permanent domicile, and assistance with security deposits and the payment of back-rent is important. Additionally, incentives must be incorporated into the system that encourage individuals to seek education and training and eventually, gainful employment. Several important improvements to the welfare system in Delaware are now being considered and implemented, and these efforts must continue. Important progress is also being made on welfare reform in Washington.

The development of better-paying employment opportunities for lower-skilled employees is essential. The majority of new jobs in the state are paying below-average wages. Perhaps the time has come where Delaware should develop an "industrial policy" that provides strategies for increasing the supply of better-paying jobs. Serious consideration must be given to increasing the minimum wage, which has stood at $3.35 per hour since 1981. After adjusting for inflation, this minimum wage rate is the lowest it has been since the mid-1950s.

Affordable and accessible health care for homeless, indigent persons, especially expectant mothers and children, must be expanded. This would certainly have a positive impact on the state's infant mortality rate, which is one of the worst in the country.

Washington must receive the message that the massive federal cutbacks in housing, housing-related programs, and social programs that prevent homelessness must be reversed. Given the federal deficit situation and the dictates of Gramm-Rudman-Hollings, this will mean that federal revenues will have to be increased and/or funds reallocated from other sources. The recently released report of the "National Housing Task Force," chaired by developer James Rouse, recommends a minimum increase of $3 billion in federal spending on housing next year.

There should be a continuing effort to monitor the problem of homelessness in the state. On an annual basis, reports should be produced which document the progress being made in dealing with and reducing homelessness. Included should be trends in funding, shelter utilization, the adequacy of support services, numbers of homeless persons served, and analyses of which programs produce the best results. Perhaps the newly established "Inter-Agency Council on the Homelessness for the State Of Delaware" could be charged with the primary responsibility of doing the data collection and analysis, with the cooperation of the Delaware Coalition for the Homeless.

It must be recognized that solutions to homelessness lie in comprehensive policy responses. Although important, simply increasing the supply of affordable housing will not solve the problem. While the situation of the employed homeless might be improved by such actions, others, who are extremely poor, would not benefit significantly without programs that improve their incomes. Additionally, a range of other support services are needed and should be delivered using the "case management" model. Using this approach, homeless individuals are provided with a specially tailored and coordinated array of services that are changed, expanded or contracted over time as the needs of the client change.

Comprehensive policy responses, however, necessitate the involvement of, and a partnership among, the public, private and non-profit sectors. More than financial contributions, in this context, partnership implies shared ownership of, and responsibility for, the problem. Homelessness is a societal problem; all parts of society must be involved in its solution.

II. BACKGROUND AND METHODOLOGY

Focusing on Delaware, this research was designed to:

1) Identify the characteristics of homeless persons and households who obtained temporary shelter through either an emergency shelter agency or a residential treatment program.

2) Describe the array of emergency shelter services available to homeless persons, and analyze over a three to four year period the number of persons served by these shelters and the extent to which service capacities have been utilized.

3) Describe recent trends in the funding of direct services to the homeless.

4) Investigate the causes of homelessness.

5) Suggest ways in which the battle against this serious problem might be strengthened.

Funding for the study came from the College of Urban Affairs and Public Policy of the University of Delaware, The Salvation Army, the Gannett Foundation, the State of Delaware Public Service Assistantship Program, and a variety of community and religious groups.

Homelessness in the United States

That homelessness is a growing problem across the country cannot be denied. Large cities and small towns are finding increasing numbers of individuals and families who are poorly housed or without shelter. While it is difficult to count homeless faces and to document the characteristics and problems of those with no place to live, there is mounting and compelling evidence across this nation that the number of homeless is increasing significantly and that the population is enormously diverse. The problem has grown to crisis proportions, forcing communities to dramatically expand their supply of emergency shelter and food. In spite of such increases, however, the efforts to counter the condition are woefully inadequate.

The U.S. Government Accounting Office reported that homelessness nationwide increased by 38 percent in 1982, and that the demand for shelter beds increased by 89 percent the following year. In 1986, estimates about the number of homeless persons in the country varied between one quarter-million and three million. Between 1981 and 1983, homelessness was up 50 percent in Detroit, and The Salvation Army in St. Louis reported a 47 percent increase in shelter requests. In Philadelphia, shelter placements rose from 2,000 in 1981 to 7,000 in 1982 to 15,000 in 1983. And in Seattle, although the number of shelter beds increased by 200 percent from 1982 to 1983, the number of people turned away due to the lack of space rose by 26 percent (GAO,1985).

While data from across the nation show the ranks of the homeless swelling, they also point to its diversity. Gone are the days of the elderly, white, skid-row "wino." Today's homeless are made up of the old and the young, black and white, male and female. A U.S. Department of Housing and Urban Development study done in 1984 reports most homeless persons fall between 20 and 40 years of age, with an average age of 34. In addition, increasing numbers of women, children and minorities characterize the homeless population across the country (HUD, 1984).

As the population of those seeking shelter has risen, so has the number of emergency beds available. The General Accounting Office reported that during the winter of 1983-84, approximately 111,000 emergency beds were available, an increase of 66 percent over the number of beds in 1980. Of this number, 91,000 beds were available for homeless persons (other than runaway teenagers). Assuming the conservative estimate of 265,000 homeless persons offered by HUD in 1984, however, this meant that for every one person provided with emergency shelter there were two others who were not able to be served.

Public awareness of this devastating condition has grown dramatically in the last eight years. Grassroots advocacy efforts by nonprofit organizations and constant media attention have forced the issue onto the public agenda. Slowly the public and private sectors have begun to respond to the problem. One recent effort was the formation in September 1987 of the National Housing Task Force, chaired by James W. Rouse, Chairman and Chief Executive Officer of The Enterprise Foundation. The Task Force was formed by Congressional effort and for the purpose of helping set a new national housing agenda. The evaluation and analysis of housing needs across the nation resulted in a report which outlines not only the quantity of housing, but the quality of housing for the poor and the unavailability of housing for the homeless. While, recognizing that housing alone will not solve the problem of poverty and homelessness, the Task Force believes that "a decent place for a family to live becomes a platform for dignity and self-respect and a base for hope and improvement. A decent home allows people to take advantage of opportunities in education, health and employment ... to get ahead in our society" (NHTF, 1988)

The formation of and report by the National Housing Task Force is significant because it could be the basis for a new housing policy in this country. The call by Congress for such a task force in order to synthesize the data on housing availability and affordability implies a recognition and ownership of the problems of housing and homelessness that have not been present in recent years. The impact of the Task Force's Report on the condition of housing and the extent of homelessness will be seen in the months and years to come.

Defining Homelessness

Reaching a consensus on the definition of homelessness is a difficult task. Researchers, policy makers and service deliverers all operate under their own definitions. As a result, there is little agreement as to the extent of the problem. In its simplest form, homelessness might be defined as the physical lack of shelter. This condition, however, can more aptly be termed "shelterlessness" in that from a psychological and sociological point of view, one's home consists of much more than the physical element of shelter. If shelterlessness is at one end of a definitional continuum, the other end might reasonably consist of individuals who lack shelter that is functionally adequate in terms of size and condition, as well as affordability, and who do not possess the more qualitative emotional and psychological elements of having a "home." Hence, "homelessness," in theory, can be experienced to different degrees. Such a definitional approach means that all of the following individuals, to varying degrees, can be viewed as homeless: persons living on the street, those residing in abandoned/delapidated buildings, those in emergency shelters, those in transitional housing facilities, some of those in hospitals and prisons; those families and individuals living in substandard housing units; those living in units that cost their occupants an excessive proportion of their income; those doubled- and tripled-up living with friends or relatives, as well as those who do not find, for a variety of reasons, their living situation to be safe and secure.

While the above definitional continuum is useful, it really does not adequately convey the full dimensions of the problem. Living on the street, in a shelter, or in a psychiatric hospital are but an indication that an array of problems exist at personal and systemic levels. Homelessness is multi-facetted and only a few of its elements are directly observable. Homelessness has to do with the lack of the skills and abilities needed to fit into a changing economy, with the lack of adequate social resources that forces individuals and families to move to the streets rather than relying on a social network to get them through crisis situations, and with the lack of political empowerment that limits individuals' opportunity to change and improve their own lives. What results from this social and economic disconnection is the physical condition of being without shelter. Homelessness is really not the problem, but a symptom of the problem.

While the broad definitional approach discussed above has great merit philosophically, it is difficult to apply practically. The definition of homelessness used in this study is fairly simple, and covers only a small portion of the broad definitional continuum. Specifically, individuals and families were categorized as being homeless if they sought assistance from an emergency shelter program, or if they lived in a residential treatment facility and otherwise had no permanent place to live. These persons are the easiest to gather information about because they are the most identifiable and accessible. Hence, this study did not focus on persons living literally "on the street," in abandoned buildings, or those doubled up with friends and relatives.

Research from across the country strongly suggests that the segment of the homeless population residing in shelters and in treatment programs may represent the minority of the homeless population. The authors believe that this study of the "sheltered" population provides important insights into the demensions of the problem, but in all likelihood, it addresses only the tip of the iceberg.

Methodology for this Study

Reliable enumeration of the homeless population is fraught with methodological difficulties. First, homeless individuals, because of their transient state, can be hard to identify and locate. Second, because of pride, the desire for privacy and anonymity, distrust for authority, mental ill-health or handicap, illiteracy, or fugitive status, information provided by homeless persons may not be fully or accurately reported.

The identification of homeless individuals for this study was not a serious problem because, as discussed above, the research focused on persons that identified themselves as being homeless by seeking assistance from an agency that provides temporary shelter. Hence, for purposes of this study, if a person or family was a resident of such an agency, this was usually sufficient evidence that they were homeless. The exceptions came with respect to clients of residential treatment programs (e.g., alcohol treatment programs) that serve both the homeless and non-homeless. In these cases, an effort was made to determine if the person was without shelter upon entering the residential program or would be without shelter if he or she were to leave the residential program.

While methodological difficulties do exist, we believe that the four surveys described below produced useful and reasonably accurate data on homeless persons themselves and on the major shelters that serve them. Copies of the individual survey instruments appear in Appendices A through D.

Inventory of Service Providers At the time of this survey there were twelve organizations in the state that provided on-site beds that could generally be defined as "emergency shelters." These agencies were surveyed for information about their operation on a variety of topics: the number of contacts with homeless persons and the number of persons served during particular time periods, the types of services available, the amount and sources of the organization's funding, client eligibility requirements, and information on the agency's shelter capacity (i.e., number of beds).

Client Survey The clients of selected service providers were interviewed by the staff of each respective agency to obtain responses to 37 questions. The survey instrument sought information on the clients' social and economic characteristics, the nature and history of their housing problems, and the existence of substance abuse and mental health problems.

Expert Survey In a relatively unstructured manner, several directors of emergency shelter or residential treatment programs and other knowledgeable persons in the service-delivery system were interviewed to gain their insights into various aspects of the homeless problem. They shared their perceptions about the size and growth of the problem, its causes, and the adequacy of the existing array of social services available to homeless persons in the State of Delaware.

Supplemental Enumeration This survey consisted of ten short-answer questions that were administered to persons calling or visiting an agency that comes into regular contact with the homeless. From an initial canvass of approximately 200 such agencies state-wide, the list of participating agencies was reduced to 39, which included 19 emergency shelter and residential treatment programs, and 20 social service agencies. Those asked to respond were seeking assistance because they were without housing entirely or were in imminent danger of being so.

III. DELAWARE'S HOMELESS AND NEAR-HOMELESS POPULATION

This chapter discusses the social and economic characteristics of Delaware's homeless population and the nature, frequency and duration of their homelessness. First, there is a description of the results of the "Client Survey" which provided detailed information on individuals and families that were being housed through an emergency/temporary housing program operated by a social service agency. Second, to better understand the characteristics of the broader homeless population, not just those seeking shelter from an agency, there is a comparison of the Client Survey results to data from the "Supplemental Enumeration" and the "Division of Alcoholism, Drug Abuse and Mental Health Survey" (DADAMH Survey). The Supplemental Enumeration, which was conducted as part of this study, obtained selected data from those calling or visiting any of 39 agencies seeking information on available housing because they were then or soon would be without a place to live. The DADAMH Survey consisted of personal interviews on the street with a primary focus on assessing the respondent's mental health status. Copies of the Client Survey and the Supplemental Enumeration can be found in Appendices A and B respectively. Selected tabulations of the Client Survey data can be found in Appendix E. The chapter ends with a summary of major findings about the social, economic and housing characteristics of the surveyed population.

Client Survey Respondents

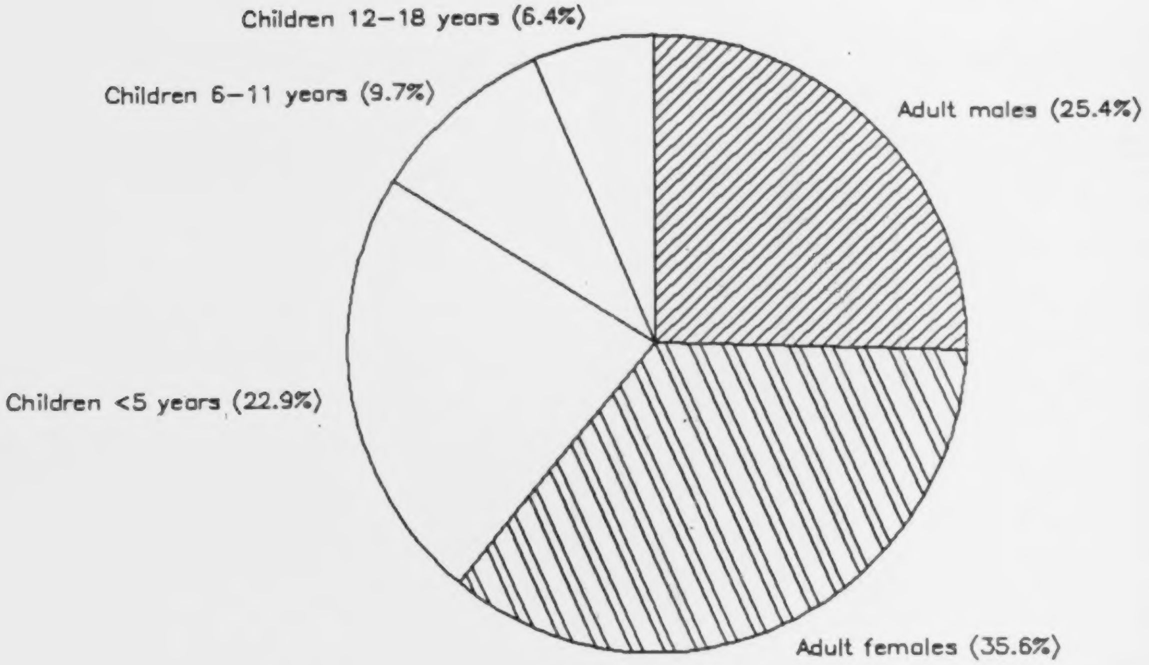
Age, Gender, and Race

The surveyed shelter population was young. The median age of all shelter residents was 21 compared to a median age of 32.4 in

Exhibit 1

PERSONS IN SURVEYED HOMELESS HOUSEHOLDS

STATEWIDE, 1986



Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

1980) for the general population of the state. Of the 472 persons who were members of the 262 households that participated in the Client Survey, 39.2 percent were children 18 years of age or younger who were accompanied by an adult, more than a third (35.6 percent) were adult females, and a quarter (25.4 percent) were adult males (Exhibit 1).

For this entire group of 472 individuals, the 19 to 29 year age group was the largest -- representing 32.3 percent of the total. Incredibly, children under the age of five accounted for another 23.0 percent -- the second largest group overall. With less than one percent of the total, the "over 60" age group was the smallest (Exhibit 2).

EXHIBIT 2

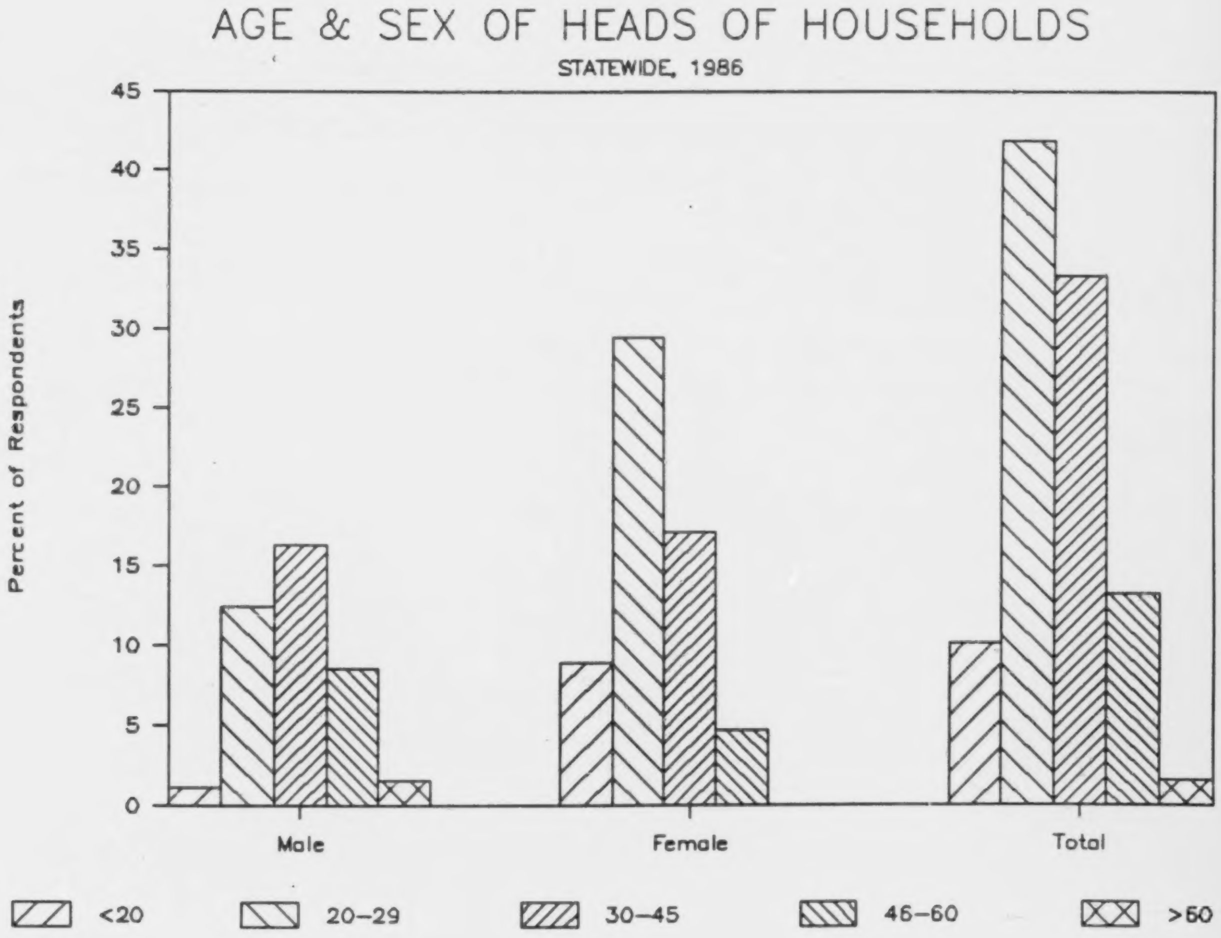
Age of Members
of Homeless Households
(N=472)

Age Group	Percent
Under 5	23.0
6 - 11	9.8
12 - 18	6.4
19 - 29	32.3
30 - 45	20.2
46 - 60	7.5
Over 60	0.9
Total	100.0

Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

Looking at heads of households only, this group's median age was also relatively young, standing at 28.5 years. It was also predominately female: 60.4 percent were women. When heads of households were grouped by age and sex, females between the ages of 20 and 29 were the single largest group, almost a third of the

Exhibit 3



Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

total. Females between 30 and 45 and then males between 30 and 45 were the second and third largest groups, respectively (Exhibit 3).

Given that approximately 17 percent of all the state's households in 1980 were black, blacks were overrepresented in the homeless population surveyed by a factor of more than two. Out of the total number of household heads answering questions about their race and sex, 16.3 percent were black men and 25.9 percent were black females, for a total of 42.2 percent. In comparison, of the remaining 57.8 percent, only 4.4 percent were Hispanic and other minorities and 53.4 percent were white (Exhibit 4).

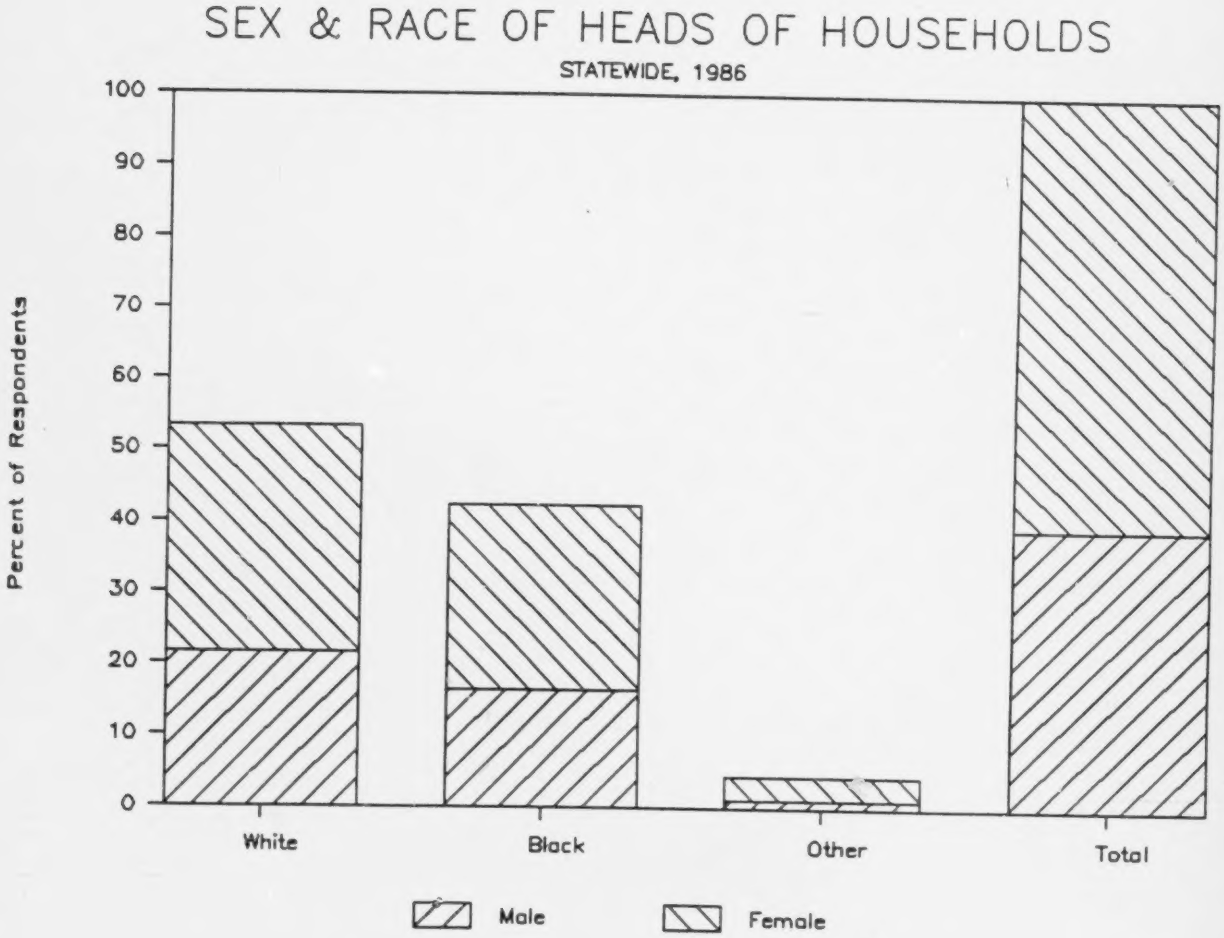
Household Types

Five different types of households were defined from the data obtained in the Client Survey:

- One female, no children present
- One male, no children present
- Female-headed, children under 19 present (one or more female adults present with no males present)
- Male/female couple, no children present
- Male/female couple, children under 19 present

More than half (54.7 percent) of surveyed households were headed by women. These households consisted of one female by herself (26.4 percent), or one or more females with children under 18 years of age (28.3 percent). A total of 32.9 percent of all the households interviewed had children under 18 in them, and most of these (73 out of 85) were headed by a female (Exhibit 5). Households consisting of just one person made up 63.6 percent of all households in the Client Survey; 37.2 percent were men and 26.4 percent were women. More traditional family units, consisting of male/female couples with or without children, were not commonly found. They represented only 8.1 percent of all

Exhibit 4

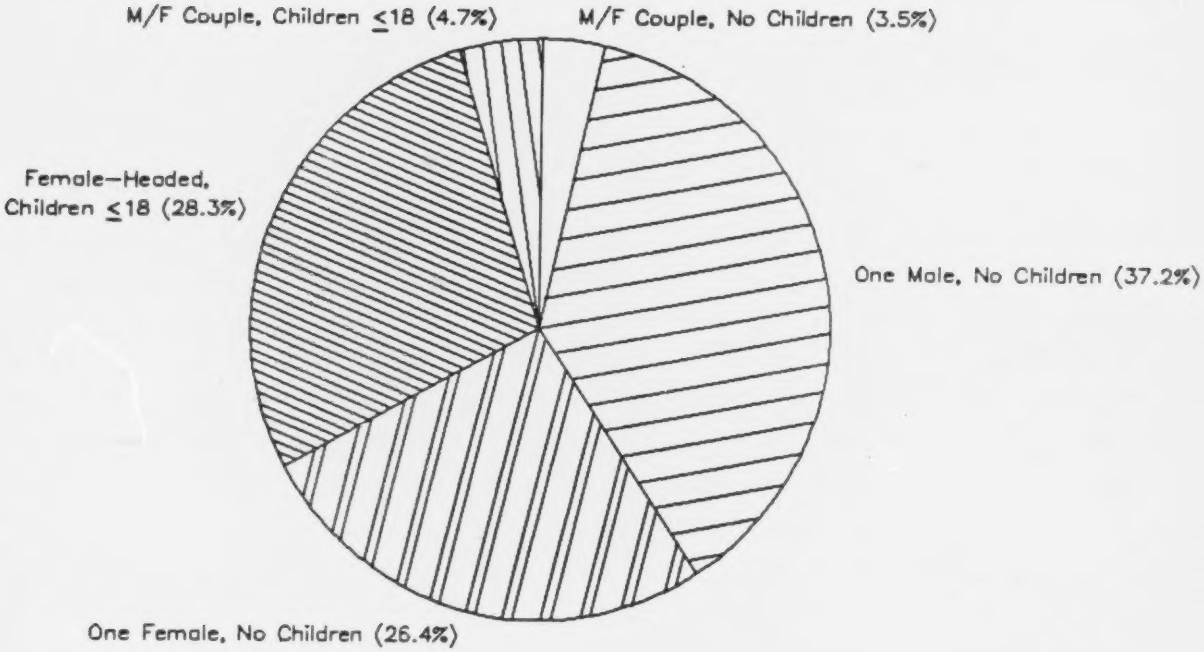


Source: Urban Affairs Division
College of Urban Affairs and Public Policy
University of Delaware

Exhibit 5

TYPES OF HOUSEHOLDS

STATEWIDE, 1986



Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

surveyed households.

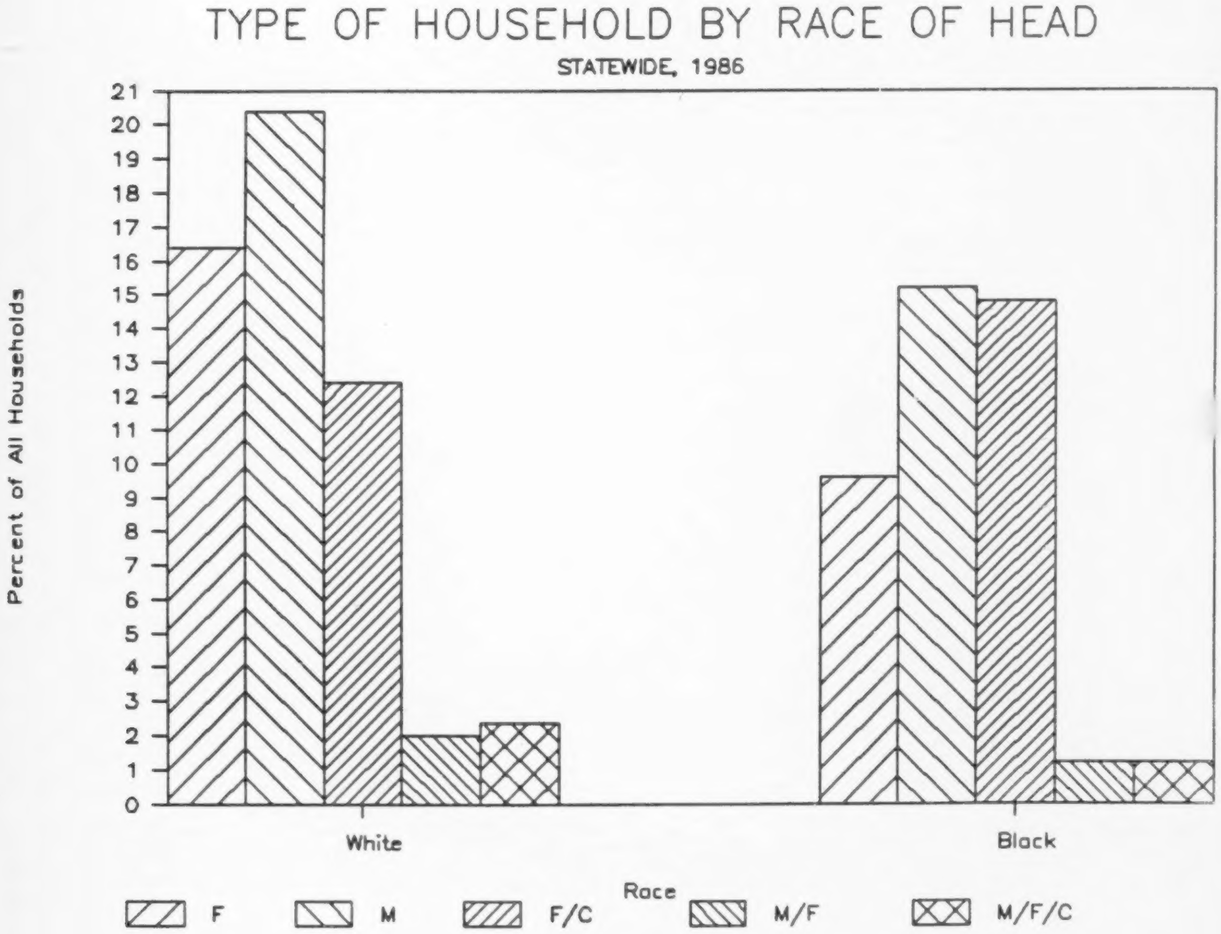
For homeless blacks, two household types predominated in almost equal proportions: single (one-person) males (36.2 percent) and female-headed households with children (35.2 percent). The situation was somewhat different for whites, where the most prevalent household type was also single males (38.1 percent), but the second most prevalent was single women (30.6 percent). Not only was the proportion of homeless black households that were female-headed with children significantly higher than for whites, but the absolute number was also higher (Exhibit 6).

For different types of households, there were significant differences in the median age of the household head. Heads from households consisting of a male/female couple without children had the lowest median age at 25 years. This was closely followed by a median of 26 years for females who are heads of households with children. In order of increasing median age, single (one) female households came next (27 years), followed by male/female couples with children (29 years), with the highest median age being for single (one) male households (39 years). These age characteristics were very similar for both whites and blacks (Exhibit 7).

Education, Marital Status, and Place of Origin

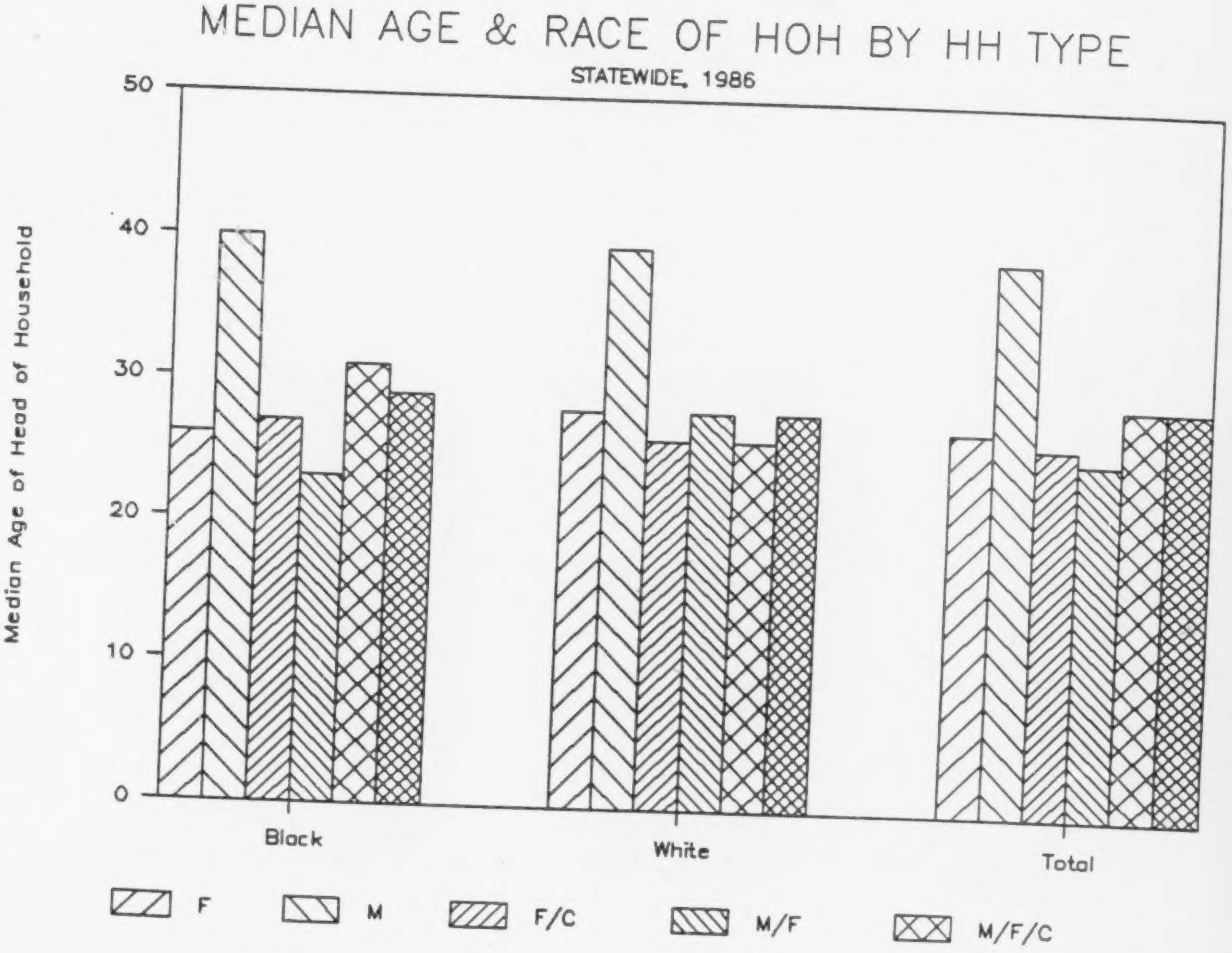
Compared to the general population, the surveyed homeless heads of households were not well educated. Slightly more than half (51 percent) had not graduated from high school. About a quarter (26 percent) had obtained a high school diploma but went no further, almost one fifth (18.4 percent) had some college, and one out of twenty (4.6 percent) had a college diploma.

Exhibit 6



Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

Exhibit 7



Source: Urban Affairs Division
College of Urban Affairs and Public Policy
University of Delaware

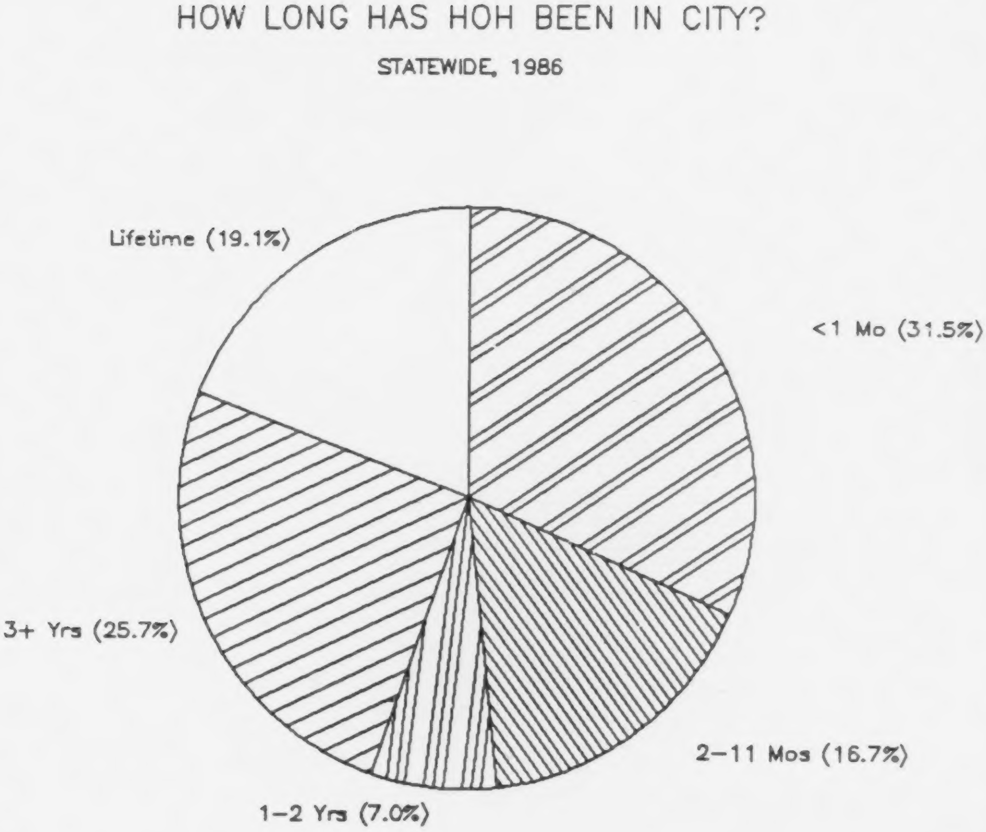
The vast majority (77.1 percent) of all surveyed homeless heads of households had either never been married or were separated or divorced. This was particularly the case for single-person households, whether male or female. More specifically, 51.5 percent of women and 44.8 percent of men living by themselves had never been married; 19.1 percent of the women and 35.4 percent of the men were divorced. Females that headed households with children ~~were~~ more of a mix. Here, the proportions of those never married, married, and separated were almost identical (31.5, 31.5 and 28.8 percent, respectively). Male/female couples with or without children in almost all cases reported that they were married.

The majority of homeless heads of households appear to be bona fide Delawareans as opposed to individuals who recently moved to the state or were travelling through the state and became stranded. When asked where they were from, almost half (44.6 percent) stated they had been in the area where they were currently being sheltered for three years or more, and almost a fifth (19 percent) had been there for his or her entire life (Exhibit 8). Of the 55.5 percent of household heads who reported they had been in that location two years or less, however, almost half came from some other place in Delaware. Of those who came directly from outside Delaware, most came from the neighboring states of Maryland, New Jersey, and Pennsylvania.

Employment and Income

The majority of all responding heads of households were unemployed at the time of the survey. Of the 73.2 percent that did not have work, more than a third (35.4 percent) could be viewed as long-term unemployed in that they had been unemployed a year or more. About a quarter (27.5 percent) had been without a job for less than a year but more than two months, and the blank

Exhibit 8



Source: Urban Agent Division
College of Urban Affairs and Public Policy
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remainder (23.4 percent) had stopped working within the last three months (Exhibit 9).

Individuals reporting that they were unemployed gave various reason why. The most common reason, given by 26.9 percent, was that they were laid-off or fired; 12 percent quit because of pregnancy, and the same percent quit for other reasons; 9.1 percent cited ill-health; 4.6 percent were disabled, and the remaining 35.4 percent gave a variety of other reasons. When the unemployed were asked why they had not found other work, the most common responses were the lack of available jobs, inadequate transportation, and no day-care.

Of the 26.8 percent of all the household heads who said they were currently employed, about half said they had permanent full-time jobs, almost a quarter had permanent part-time jobs, and the remainder were day laborers or had temporary full-time or part-time work.

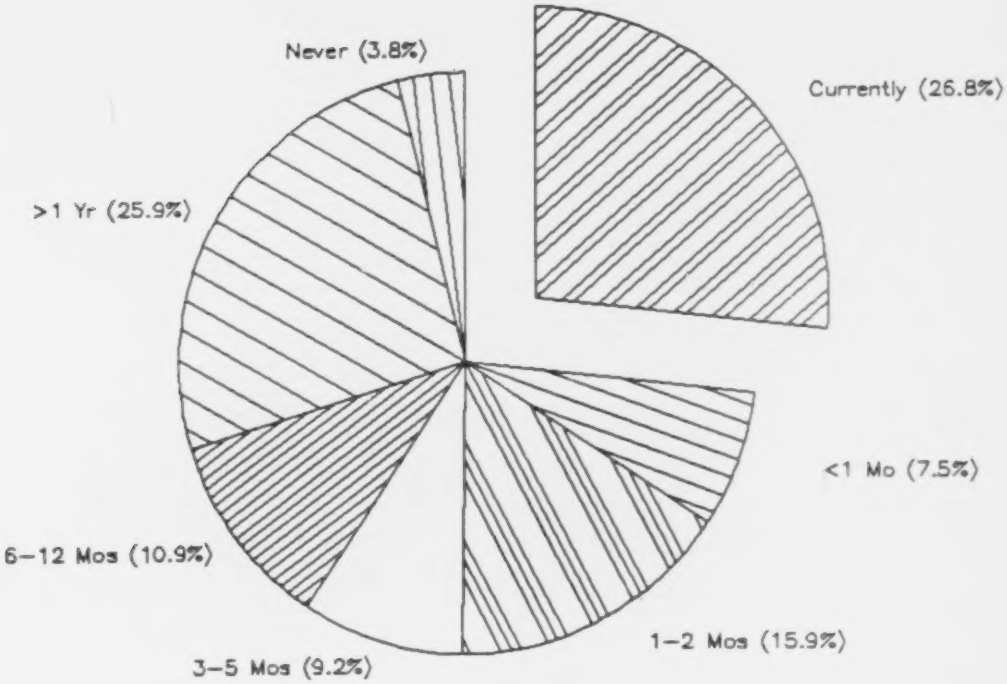
While only 26.8 percent of the household heads surveyed were employed, more than twice this amount (56.5 percent) claimed to have a steady source of income. Half said they got part or all of their money from their job. The other most common sources were: Aid to Families with Dependent Children (AFDC) (26.7 percent), Supplemental Security Income (SSI) (11.6 percent), and General Assistance (5.5 percent). Fully 44.4 percent of those responding to the question about income said they had no regular income at all, from any source (Exhibit 10).

Homeless households are indeed poverty households. A total of 80.9 percent of all the surveyed heads had incomes of less than $450 monthly, which translates into only $5,400 per year, which is below the federal poverty level even for a single-person household. Looking at income with respect to type of blank

Exhibit 9

WHEN WAS HOH LAST EMPLOYED?

STATEWIDE, 1986

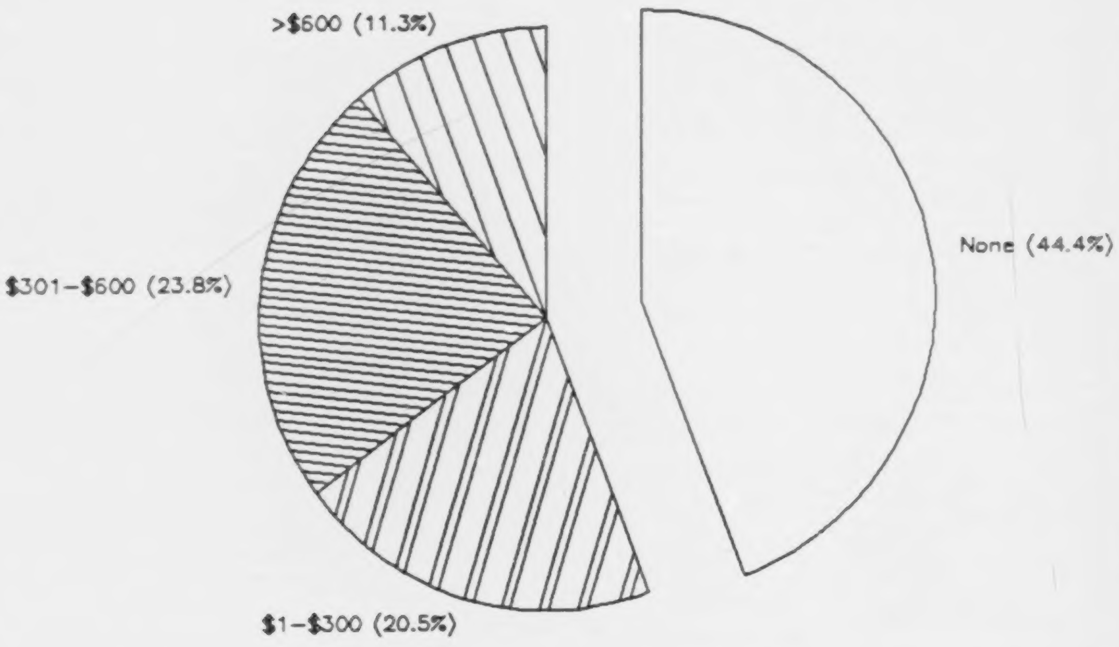


Source: Urban Affairs Division
College of Urban Affairs and Public Policy
University of Delaware

Exhibit 10

MONTHLY INCOME OF HEAD OF HOUSEHOLD

STATEWIDE, 1986



Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

household, female-headed households with children were the poorest: 69.2 percent had either no regular income or received $450 or less monthly.

Homeless Episodes

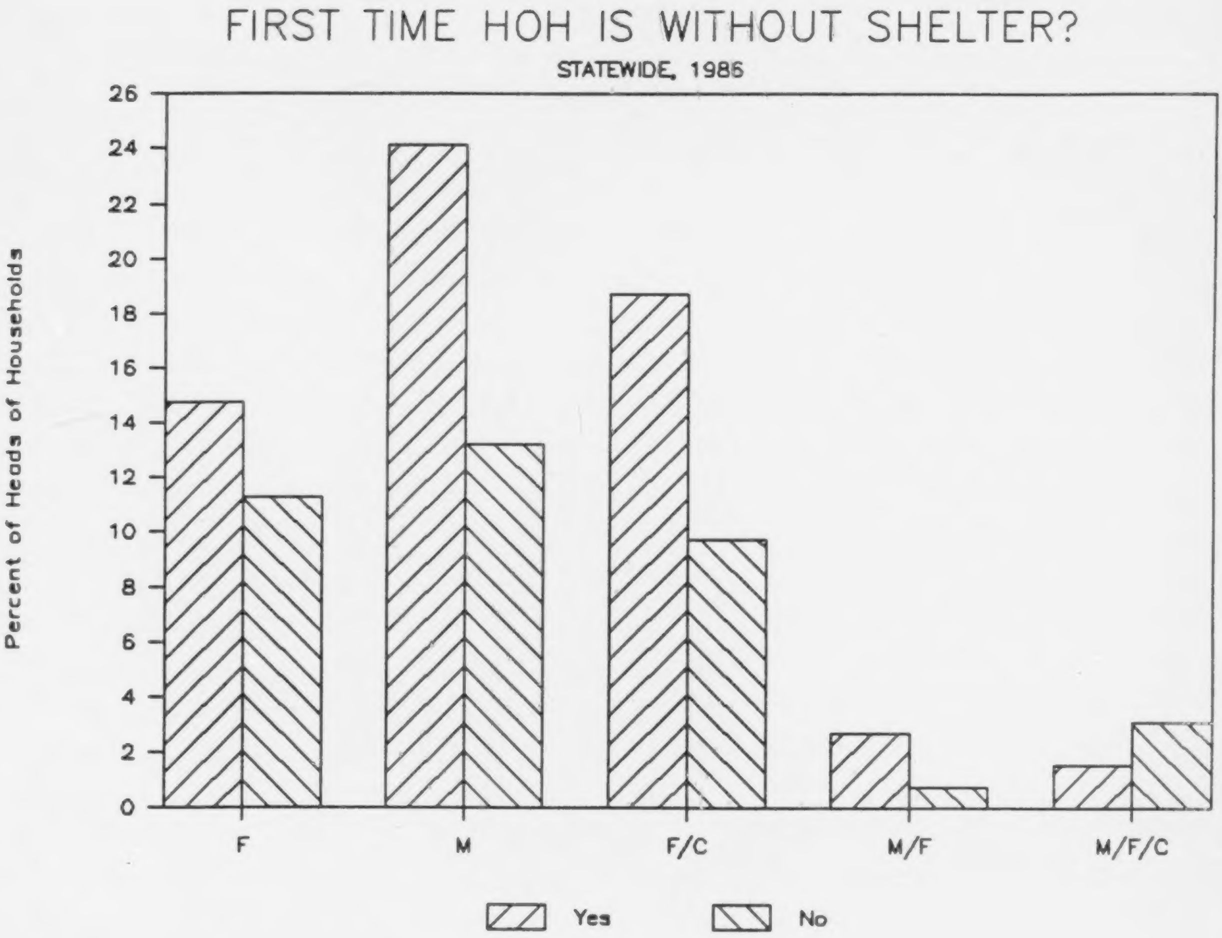
The survey data reveal that many shelter residents had not previously been homeless. Among the 262 heads of households interviewed, 62.2 percent were homeless for the first time, and on average, they tended to be younger than those who had previously experienced one or more homeless episodes. Almost 56 percent of those homeless for the first time were under 30 years old compared to 46.9 percent for those who had been homeless one or more times previously.

Males living by themselves were more likely to be homeless for the first time than heads of other types of households. Approximately six of every ten such men were without shelter for the first time (Exhibit 11). The second largest group of the first-time homeless consisted of single females with children--one half were homeless for the first time. The only group where the percentage of household heads previously homeless exceeded the percentage homeless for the first time was for those consisting of male/female couples with children.

Of the respondents who reported that they had been homeless at least once before, 13.8 percent had not been homeless at all over the preceding two years, 23.0 percent were homeless once over this period, 33.3 percent had been homeless twice, and 29.9 percent had been homeless three or more times.

Respondents were also questioned about the length of their current homelessness episode and their most recent episode. For the current episode, 43.2 percent had been homeless for 3 weeks

Exhibit 11



Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

or less, 18.0 percent for one to two months, 13.6 percent for three to five months, and 25.2 percent for six months or more (Exhibit 12). Interestingly, when the length of households' current homelessness episodes were compared to the duration of the most recent previous episode, there was no indication that the duration was increasing over time.

Surveyed heads of households reported coming from a variety of living situations before arriving at the emergency shelter or residential treatment program for their current homeless episode. Almost two of every five (39.8 percent) had been housed in the home of a friend or family member. The next largest group--12.5 percent--came from their own apartment or house. Of the rest, 9 percent had slept in an automobile, 8.2 percent came from another emergency shelter, 6.3 percent lived outside, 5.1 percent resided in a single room occupancy facility, and 2 percent had been residing in an abandoned building. For their nourishment, more than half (52.9 percent) were eating at soup kitchens or at the shelter where they were residing, one quarter (24.6 percent) were eating with friends or family, and almost one-tenth were frequenting restaurants.

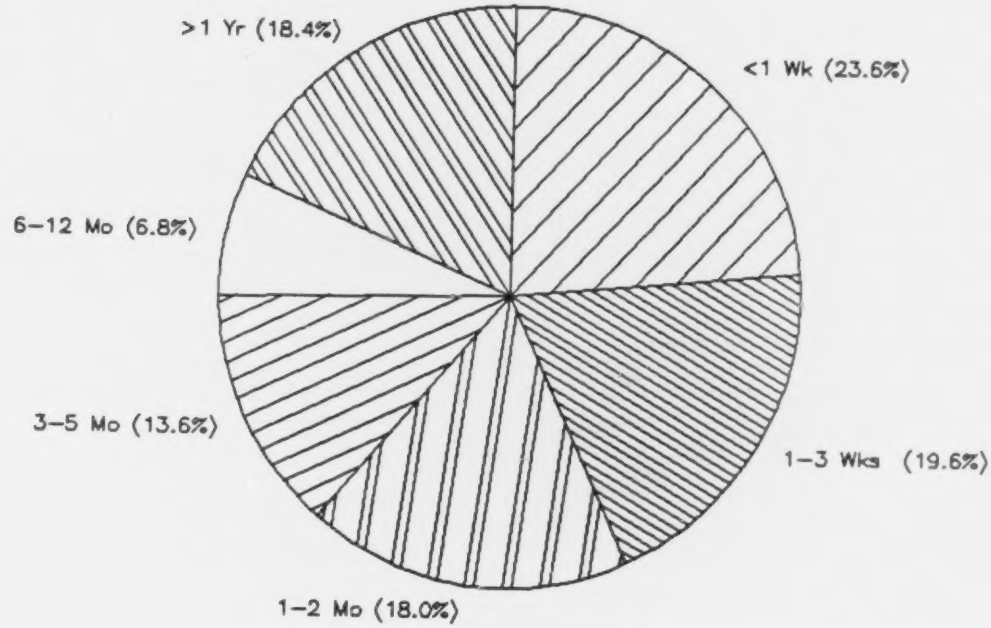
Mental Health Problems and Substance Abuse

The client survey contained five questions that focused on the emotional/mental health of the head of households. Overall, six out of every ten responding heads of households stated that they had never previously been treated for an emotional or mental health problem or for substance abuse. An analysis of the responses given to each of the five questions produced some interesting conclusions. To specifically assess if there was any history of substance abuse, the survey asked if the respondent had ever participated in an alcoholism or drug abuse treatment program--only 25.3 percent responded affirmatively. Another blank

Exhibit 12

HOW LONG HOH WITHOUT SHELTER THIS TIME?

STATEWIDE, 1986



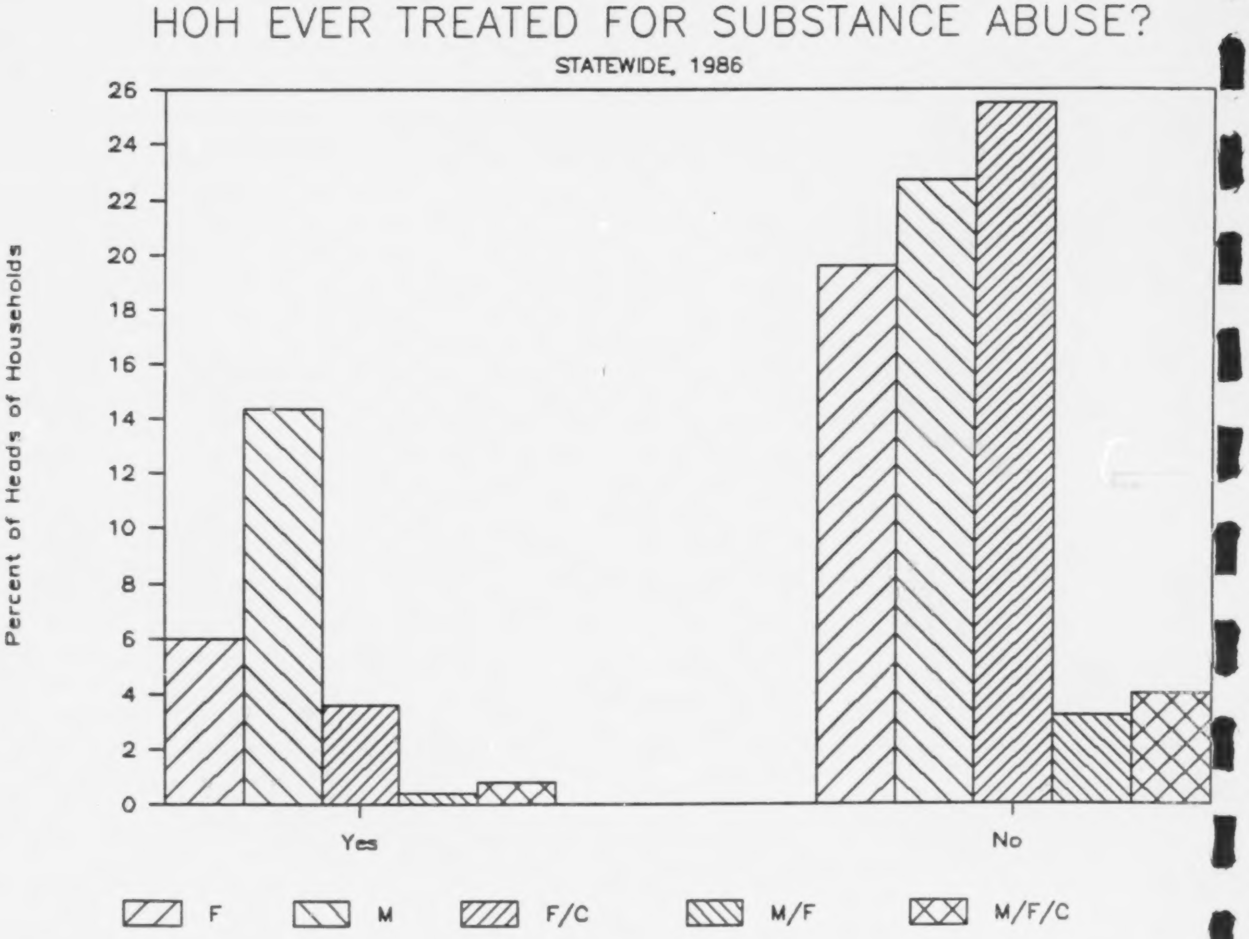
Source: Urban Affairs Division
College of Urban Affairs and Public Policy
University of Delaware

question inquired as to whether the household head had ever been treated for emotional or mental health reasons; here, 26.1 percent said "yes." In response to a third question geared to determining the presence of more severe problems, 15.6 percent said that they had actually been hospitalized for an emotional or mental health problem. Of the group that had been hospitalized, more than a third (37.1 percent) said they had been hospitalized only once, a fourth (25.7 percent) said twice, and more than a third (37.2 percent) said three or more times. For this group of previously hospitalized respondents, only two (5.6 percent) said that their most recent release was within the current month, six (16.7 percent) were released less than three months previous to the interview, and a large majority (61.1 percent) had their most recent release more than a year previously.

Of the 25.3 percent of all household heads who stated they had participated in an alcoholism or drug abuse treatment program, the vast majority (81.0 percent) were persons living by themselves, with the majority of these (70.6 percent) being males (Exhibit 13). Single-person households accounted for the greatest number of respondents reporting prior treatment and/or hospitalization for emotional or mental health problems. Here, however, single females were more likely than single males to make such a report. Women who headed households with children typically either do not have a history of substance or mental health problems, or are not willing to divulge such a history (Exhibit 14).

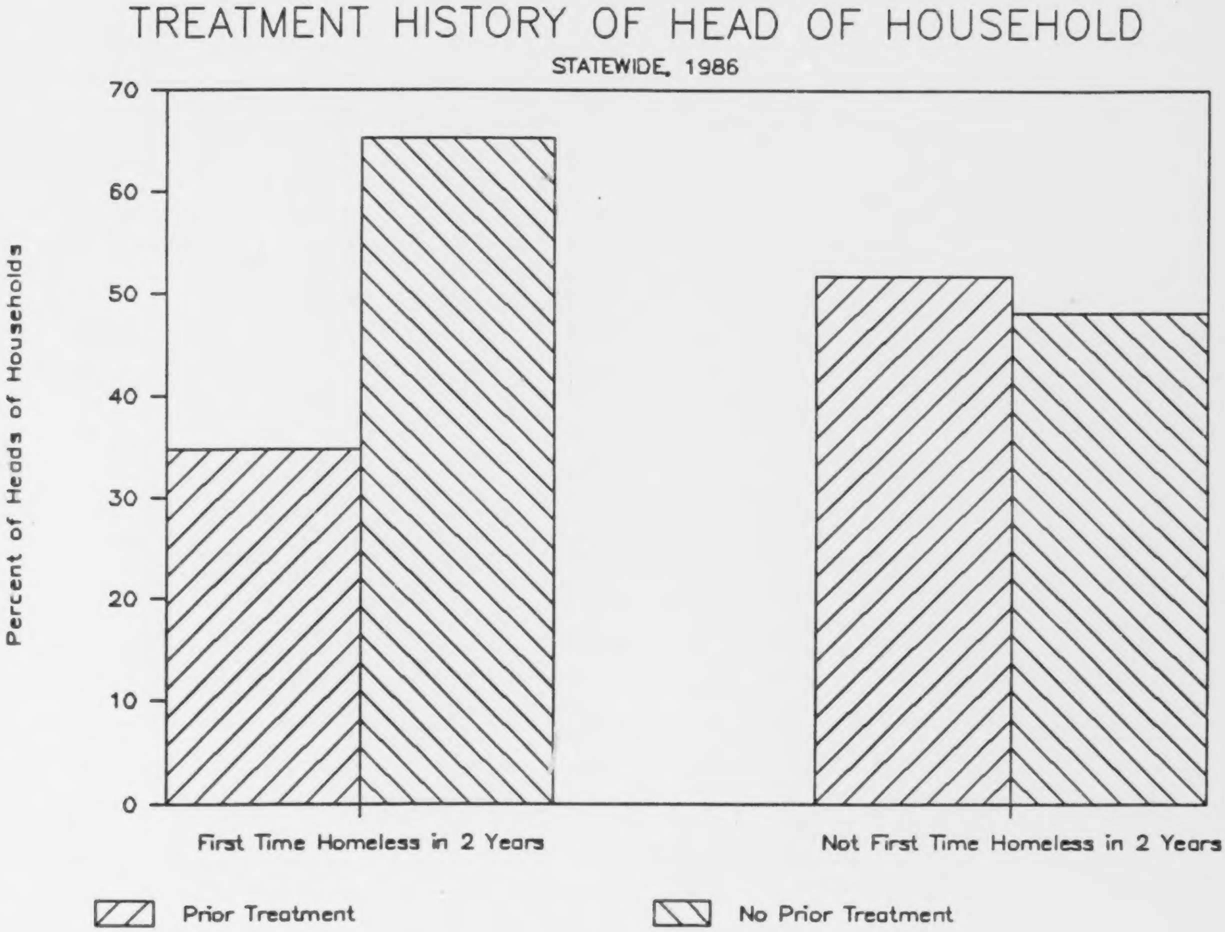
Those with a history of substance abuse or emotional or mental health problems were more likely to report that they had been homeless at least once before. Of those stating that this was not their first homeless episode, 52.2 percent indicated they had previously been treated or were hospitalized for substance abuse or an emotional or mental health problem. This compares to

Exhibit 13



Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

Exhibit 14



Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

only 34.2 percent for first-time homeless persons; thus 65.2 percent of first-time homeless persons did not have a history of such health problems. By disaggregating the 52.2 percent of those who had previously been homeless and had a history of problems, it can be seen that as the number of episodes of previous homelessness increases, so does the proportion of respondents with a history of substance abuse or emotional or mental health problems. For those previously homeless one to three times in the past two years, 47.5 percent had a history of these health problems. For those with four to seven previous homeless episodes, the proportion reporting a history of such problems rose to 62.5 percent.

There also appears to be a correlation between the duration of the current homeless episode and a history of substance abuse or mental health problems. For those homeless for three or less weeks at the time of the interview, only about 28 percent reported any history of substance abuse or emotional or mental health problems. For those homeless one to twelve months, a larger proportion, 57.5 percent, claimed a history of such problems. And for the chronically homeless--i.e., those homeless for more than a year--the reported incidence of these types of health problems was quite a bit higher, at 64.4 percent.

Comparison with Other Delaware Data

While information about the characteristics of individuals and families that are being housed on an emergency basis is very useful for understanding many dimensions of the homelessness problem, it does not tell the whole story. It is also important to know something about those homeless who do not approach shelters for help but who live outside, or in abandoned buildings or in automobiles. Furthermore, if homelessness is viewed on a continuum, which was discussed in Chapter 2, it is also important to know about the characteristics of those who are seriously at-risk of becoming homeless.

There are two sources of data that this study relied on for information about the non-sheltered homeless and the near-homeless population in Delaware. The first is the Supplemental Enumeration (SE) that was designed and conducted as part of this research project during the first three months of 1986. The second source is the Delaware Division of Alcoholism, Drug Abuse and Mental Health (DADAMH) Survey that was conducted by the College of Urban Affairs and Public Policy under contract with the State of Delaware. The final report for the study is entitled: The Homeless and Mental Illness: A Field Study. The following is a discussion of the results of these two very different surveys and a comparison of those results with the Client Survey (CS).

The Supplemental Enumeration

The purpose of the Supplemental Enumeration (SE) was to gain a broader picture of the homeless and near homeless population. The SE consisted of ten short-answer questions that were administered to persons calling a social service agency looking for assistance because they were without housing entirely or were in imminent danger of being so. Initially, approximately 200 non-emergency shelter social service agencies throughout Delaware were contacted by phone to determine which agencies came into regular contact (more than one contact a week) with homeless or near-homeless individuals or families. Twenty such agencies were found. These 20 agencies (which included State Services Centers and local offices of the Delaware Division of Economic Services), together with 19 additional emergency shelter and residential treatment agencies were asked to assist with the SE and to have their staff administer the questionnaire to individuals who called or visited the agency looking for help with severe housing problems.

The purpose of the questionnaire was to gain brief, general information from homeless individuals or families who approached an agency seeking help or information, and in the case of shelters, those who sought shelter but had to be turned away for lack of space. From February to March of 1986, the period over which the survey was fielded, almost 300 completed forms were received. Once double-counting errors were controlled for, 216 valid responses were left. These 216 valid responders represent 216 households that consist of one or more persons. In terms of individuals, these households collectively consisted of 602 individuals.

Most interestingly, children 18 years of age or under made up almost 51 percent of the total, adult females accounted for 33.6 percent, and the remaining 15.6 percent were adult males. For numbers of women, the SE and CS data are very consistent. There were differences, however, between the two surveys in the fractions that were children and men (Exhibit 15). Children 18 or younger and adult men made up the largest and smallest groups, respectively, in both surveys. The SE, however, had a significantly larger proportion of children than the CS: 50.8 percent as compared to 39.0 percent. The reverse is the situation for adult men. Here, a quarter (25.4 percent) of all the persons in surveyed households in the CS were men, but only about one-sixth (15.6 percent) were men in the SE. This comparison of the SE and the CS indicates that if anything, the proportion of the homeless that are children is probably at least 39.0, if not more, and the fraction that are men is probably no higher than 25 percent.

EXHIBIT 15

Types of Individuals Found in the Supplemental Enumeration and the Client Survey

	Supplemental Enumeration (N=602)	Client Survey (N=472)
Adult Men	15.6%	25.4%
Adult Women	33.6%	35.6%
Children under 12	39.9%	32.6%
Children 12-18	10.9%	6.4%
Total	100.0%	100.0%

Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

Interestingly, there were significant differences with respect to household type between the SE and the CS. Basically, the SE had a much higher proportion of families with children than did the CS, and the reverse was true with respect to single men and single women. Almost three out of every ten households (28.5 percent) in the CS were headed by a female and contained children, but the corresponding figure for the SE was much higher, approaching five out of ten (44.5 percent). A similar picture is seen for "male/female couples with children." They represented 4.6 percent in the CS, and about three times that amount, 15.7 percent in the SE. Conversely, the fractions of "one male" and "one female" households were much smaller in the SE data than in the CS data, 11.0 percent and 15.7 percent compared to 37.2 percent and 26.4 percent respectively (Exhibit 16).

From the these differences in household types, it would appear that the greatest need is for emergency shelter and services that prevent homelessness among families. The evidence strongly suggests that there is probably a large number of families in the state that are having very serious difficulty maintaining a roof over their heads--either their own roof or the roof of a relative or friend--and that the single adult population, at least in terms of emergency shelter services, is probably being much better served than the rest of the homeless population.

EXHIBIT 16

Types of Households Found in the Supplemental Enumeration and the Client Survey

	Supplemental Enumeration (N=602)	Client Survey (N=258)
One male, no children	11.0%	37.2%
One female, no children	15.7%	26.4%
Male/female couple, no children	6.0%	3.5%
Male/female couple, with children <=18	15.7%	4.6%
Female headed, with children <=18	44.5%	28.3%
Other	6.8%	--
Total	100.0%	100.0%

Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

The Supplemental Enumeration was also a source of information on those in imminate danger of being without a place to live. Of the 216 households, slightly more than half (54 percent) needed shelter immediately, about a quarter more (28 percent) reported needing a place within the next week, and the rest would be without housing sometime after a week. Almost all those responding were either actually homeless or very close to being homeless.

When questioned during the SE as to where the individual or family was currently staying, 47.5 percent were staying with friends or family. Another 18.5 percent were in their own homes or apartments. As mentioned above, one-fifth could already be characterized as homeless, with 7.5 percent staying in shelters and 13 percent sleeping outside, or in abandoned buildings, or in a car. This data is very similar to responses that were received to a question in the CS that asked where the person slept before coming to the emergency shelter or residential treatment program (Exhibit 17).

EXHIBIT 17

Where Respondent Slept Previous Night or Last Slept Before Coming to the Emergency Shelter or Residential Treatment Program

	Supplemental Enumeration (N=602)	Client Survey (N=256)
With friend or family	47.5%	39.8%
Own home/apartment	18.5%	12.5%
Hotel or SRO	9.5%	5.1%
Other (nursing home, hospital, etc.)	3.0%	17.2%
Emergency shelter	7.5%	8.2%
Outside, abandoned building or car	14.0%	17.2%
Total	100.0%	100.0%

Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

Like the CS, the SE obtained data on the number of previous homeless episodes. Here 56 percent of SE respondents reported that they had been without housing previously, which is similar to the CS finding of 62.2 percent. The proportion of individuals previously homeless one, two, and three or more times was also found to be very similar across the two surveys.

Looking at income and employment, a moderately larger percentage of SE than CS responders claimed to have a regular source of income, 69.0 percent compared to 56.5. The employment status of individuals in the two surveys was very similar: 29 percent of household heads claimed to be employed in the SE, and 28 percent in the CS.

Overall, there are great similarities between the CS and the SE data, even though the methods and target populations of the two surveys differed somewhat. A startling discovery in comparing the two data sets is that women and children may make up an even higher proportion of the homeless population than suggested by the CS results. Almost half of all households in the SE were female headed with children, compared to slightly more than a quarter in the CS. Even more worrisome is that the SE results suggest that perhaps 50 percent of homeless persons may be children, with most being under the age of twelve. This estimate may even be low, because the data collected for this study did not include runaway children.

The DADAMH Study

The DADAMH Survey was conducted in 1986 and was administered to individuals in Wilmington at two soup kitchens (Emmanual Dining Room East and Emmanual Dining Room West) and to persons who "looked" homeless as they were encountered during random walks by the surveyor. Beyond asking for basic demographic information, the purpose was to assess the current mental health status of individuals in the context of an informal interview.

Of the 105 adults interviewed, approximately half were judged to be in need of mental health treatment and/or alcoholism intervention. Specifically, 37 percent were found to need some sort of mental health intervention, and an additional 10 percent were found to need treatment for some form of substance abuse. Slightly more than three in ten (31 percent) had previously been patients in the Delaware State Hospital.

Considering that the DADAMH Survey focused on the more indigent homeless (consisting primarily of men) than did the CS, and that the methodologies and goals of the two instruments were very different, the mental health-related findings of the two surveys do not differ greatly. While there was evidence of active mental or substance abuse problems for approximately half of the DADAMH Survey respondents, only 41.1 percent of CS respondents had ever previously been treated for such problems.

The precise incidence of mental illness and substance abuse problems is difficult to determine, but the two surveys discussed here suggest that somewhere between 20 and 40 percent of homeless adults in Delaware may have active mental illness or substance abuse problems serious enough to warrant professional treatment. Because of its fairly strong focus on the "street" population as opposed to the shelter population, and because it covered only Wilmington, the findings of the DADAMH Survey cannot be viewed as being representative of the broader homeless population in the state. On the other hand, because the CS was exclusively targeted to shelters, and because it did not assess the existence of active mental health related problems, it, too, is probably not representative of the mental health status of the state's broader homeless population. The precise figure lies somewhere between the individual findings of the two surveys.

Conclusions

This chapter has provided a broad profile of the demographic, social, economic and mental health characteristics of Delaware's homeless. Consistent with research findings from many parts of the country, the homeless in Delaware are fairly young, and a sizable proportion of the population is made up of women, children and families, especially families headed by a woman. Homeless people are very poor people, even though as many as a quarter of homeless adults have some type of job. Their educational achievement is low compared to the general population, and in terms of race, the incidence of homelessness is much higher among blacks than it is for whites. The homeless persons found in Delaware's shelters are primarily Delawareans, and not persons who recently migrated here. A large majority (62%) of those interviewed were homeless for the first time, and four out of ten had been homeless for three weeks or less. Six out of ten reported that the had no prior history of mental or substance abuse problems, and only about one out of six said they had ever been hospitalized for such conditions. The findings of the Client Survey data are generally supported by the results of the Supplemental Enumeration and the DADAMH Survey.

IV. SERVICES TO DELAWARE'S HOMELESS

This chapter provides information on the array of services available to the homeless in Delaware, the number of homeless individuals served, the utilization of emergency shelter facilities, and the major sources of public funds which support direct services to the homeless.

Emergency Shelter Services

There are currently 13 emergency shelters operating in Delaware that house persons on-site: 2 in Kent County; 2 in Sussex County; and 9 in New Castle County (Exhibit 18). These 13 shelters provide approximately 430 on-site beds. Several of these shelters will "voucher" individuals and families into motels as well.

Most of the shelters in Delaware target specific populations. For example, two--Families-in-Transition in Milford and the Family Violence Program in Wilmington--serve only victims of domestic violence. Mary Mother of Hope Phase I in Wilmington serves single women only. In Wilmington, the YWCA and Mary Mother of Hope Phase II both serve women and children, while the Sunday Breakfast Mission and the House of Joseph shelter single men. The Salvation Army in Wilmington and Emmaus House in Newark shelter families. Only four shelters across the state do not specify the population that they shelter: Crisis House in Georgetown, Casa San Francisco in Milton, Whatcoat Social Services in Dover, and Ministry to the Homeless in Wilmington (which currently operates out of a Wilmington firehouse).

EXHIBIT 18

Number and Population Served
By Emergency Shelters

	Beds	Population Served
New Castle County		
Booth Center/SA	60	Women/children/families
Emmaus House	10	Families
FVP/Child, Inc.	35	Women/children
Firehouse Shelter	100	Men/Women/Children
House of Joseph	9	Employable Men
Mary Mother of Hope Phase I	18	Women
Mary Mother of Hope Phase II	14-15	Women/Children
Sunday Breakfast Mission	89	Men
YWCA	16-20	Women/Children
Kent County		
Families-in-Transition	15	Women/Children
Whatcoat	20	Men/Women/Children
Sussex County		
Casa San Francisco	8	Men/Women/Children
Crisis House	30	Men/Women/Children
Total	424-429	

Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

Most programs provide more than simple shelter. As seen in the following "Service Matrix" (Exhibit 19), emergency shelter operations in Delaware offer a variety of support services. Meals are common to all shelters, though some shelters provide cooked meals while others allow the residents to prepare their own food. The number of meals available per day also varies from shelter to shelter. Many programs provide free clothing and have laundry services or facilities available. Other support services that are offered to residents include counselling, life skills training

Exhibit 19

MATRIX OF SERVICE PROVIDED BY EMERGENCY SHELTER FACILITIES IN DELAWARE

SERVICE / SHELTER AGENCY	Type Shelter			Counselling					Meals Self-Prepared			Meals Staff-Prepared					Life Skill Training		Info & Referral			Laundry	
	On Site	Vouchers	Fee Charged	Individual	Group	Legal	Employment	AA Meeting	Breakfast	Lunch	Dinner	Breakfast	Lunch	Dinner	Free Clothing	Child Care	Individual	Group	Social	Medical	Find Housing	Self	Staff
New Castle County																							
Family Violence Program	x		x(1)	x	x			x	x	x	x				x				x			x	
Ministry of Caring							x						x							x(2)			
House of Joseph	x			x					x					x	x				x				x
Mary Mother of Hope I	x			x					x					x	x		x	x	x		x	x	
Mary Mother of Hope II	x		x(3)	x					x					x	x		x	x	x			x	
Newark Housing Ministry	x		x(4)						x	x	x						x		x			x	
Salvation Army	x	x		x	x							x		x	x			x	x		x	x	
Sunday Breakfast Mission	x		x(5)	x(6)				x				x	x(7)	x	x				x				x
Wilmington Firehouse	x														x								
YWCA	x		x(8)	x	x		x		x	x	x						x	x	x		x	x	
Kent County																							
Families in Transition	x		x(9)	x	x				x	x	x				x		x	x	x			x	
Whatcoat Social Services	x	x		x			x		x	x	x				x			x	x			x	
Sussex County																							
Casa San Francisco	x			x			x					x	x	x	x	x	x		x	x	x		x
Crisis House	x	x		x			x					x	x	x	x				x			x	

x(1) = $3.00 per day per family unit for shelter, $1.00 per person per day for food
x(2) = medical information and referral available at Emmanuel Dining Room
x(3) = $50.00 deposit is requested but not required for shelter; donation of food stamps or money requested but not required
x(4) = based on ability to pay, contribution of food stamps requested
x(5) = $0.50 per night per person requested but not required
x(6) = drug counselling through volunteer who comes to shelter
x(7) = lunch served to permanent residents only
x(8) = if receiving benefits and based on ability to pay, maximum fees: $6.00 per night, $30.00 per week, $111.00 per month
x(9) = varies with family size and not mandatory: $3.76/day for 1-2 persons, $8.03/day for 2 or more persons

Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

and information and referral. Again, the level of such programs varies from shelter to shelter. Counselling may be provided by a paid staff person or by a volunteer who has special expertise, such as a lawyer who comes in periodically to provide legal advice.

The Ministry to the Homeless Shelter ("Firehouse Shelter") in Wilmington is an exception to the type of shelter that is common in Delaware. Set up with the intention of being open only through the winter, the Ministry to the Homeless, operated by two Episcopal churches, is simply a place to come in from the outside. Its operations are directed by a joint committee of volunteers from the two churches who employ three people to operate the facility from 5:00 p.m. to 9:00 a.m. Due to the limited space and resources, little more than a cot and snacks are offered. Slowly, support services are being integrated into the shelter, such as the effort by a local bank to provide sandwiches three nights a week. The Ministry to the Homeless now intends to continue the shelter on a permanent basis and offer a broader array of services. In order for this to happen, however, another facility and base of support must be located.

Staffing of Shelter Facilities

Of the 13 emergency shelters in the state, only 4 operate with a significant proportion of volunteer help: Casa San Francisco in Milton; the two domestic violence shelters, Families in Transition in Milford and The Family Violence Program in Wilmington; and the Ministry to the Homeless in Wilmington. The approximate 100 volunteers at Casa San Francisco do everything--maintenance, transportation, clerical duties, fundraising. Volunteers at the Ministry to the Homeless do laundry, deliver supplies, and assist the staff during shelter hours. The two domestic violence programs reported that they each have about 20 regular volunteers.

The remaining 9 shelters in the state are operated essentially by paid staff. This extends in some shelters to having part-time workers who come in to cook, clean and do laundry. When shelter directors were questioned as to the involvement of volunteers, it was surprising to find that overall relatively few volunteers are integrated into their everyday operation of the shelter programs. This is in marked contrast to the important role played by volunteers in other places, especially in larger cities.

Other Sources of Emergency Shelter

There are also several residential programs in Delaware that are not called "emergency shelters" but which serve people who are homeless. These consist of "treatment" programs of various sorts that focus on a client population consisting of both homeless and non-homeless individuals. For example, Limen House in Wilmington (one for women and one for men) is an alcohol treatment program. Tau House in Georgetown is a treatment program for alcoholic women. Wilmington's Bennett House is a transitional facility for those suffering from mental illness. Again in Wilmington, Bayard House is a facility for pregnant women, and many of its residents have no other place to live.

In addition, throughout the state there are groups who are able to provide emergency shelter in local motels, but who do not have a shelter facility. The Red Cross in Wilmington and The Salvation Army in Dover are examples. Also, there are churches, or groups of churches, who place individuals and families in motels on a short-term basis. Two such groups are the Samaritans of Holy Cross in Dover and STEHM (Short-Term Emergency Housing Ministry) in northern New Castle County.

Several groups throughout the state that now operate shelters began as an effort to place homeless people in motels. For example, Emmaus House in Newark in an outgrowth of the Newark Housing Ministry. Currently, STEHM is beginning to explore the possibilities of setting up a shelter facility to respond to the high demand for shelter that it has found in northern New Castle County.

Future Plans for Shelter Space

Currently, several organizations are planning to open new shelter facilities within the next year. The Salvation Army--in conjunction with the Delaware Division of Alcoholism, Drug Abuse and Mental Health and the Wilmington Housing Authority--is planning to open an emergency facility to house the mentally ill. The shelter will have six to eight beds and is expected to open in September 1988. The Salvation Army will also soon be providing about twenty additional beds for homeless single females in Wilmington. The Ministry of Caring, which operates the House of Joseph and Mary Mother of Hope Phases I and Phase II, plans to open another shelter for women and children. This facility for twenty-five to thirty women and children will open its doors during the summer of 1988. Friendship House, currently a day shelter in Wilmington, will be moving into a new house in May 1988. In the new facility, there will be rooms for information and referral work and counselling, as well as transitional housing for one family. As previously mentioned, the Ministry to the Homeless in Wilmington is attempting to continue their service beyond the winter months. Currently they are searching for a new facility that will more adequately serve the more than 90 men, women and children who seek shelter each night. They also intend that the new facility will have kitchen facilities as well as rooms for counselling and information and referral work. Another group which will be expanding its services is Emmaus

House in Newark. Construction is currently underway on an addition to their facility, which will increase their bed capacity by 75 percent.

Persons Served and Capacity Utilization

Data on persons served and the utilization of shelter capacity was received via the "Inventory of Service Providers" which was a survey designed and fielded for this study. This instrument, a copy of which can be found in Appendix C, asked the directors of 12 shelters[1] to provide information about:

- the number of unique (unduplicated) individuals who were provided with shelter and the number who were denied shelter during 16 specific months from 1984 through 1987.
- the number of different individuals and families who were provided with shelter on 32 specific dates from 1985 through 1987.

The days and months chosen were an attempt to account for changes in usage as affected by times of the month and seasons of the year.

Number of Persons Served

Between January 1984 and October 1987, there was a substantial increase in the number of individuals served by the 12 surveyed shelters. For the state as a whole, the number of unique individuals sheltered rose from 396 per month in January 1984 to 610 in July 1987, and then fell slightly to 594 in October 1987. This works out to exactly a 50 percent increase over this 46-month period (Exhibit 20). The general picture is

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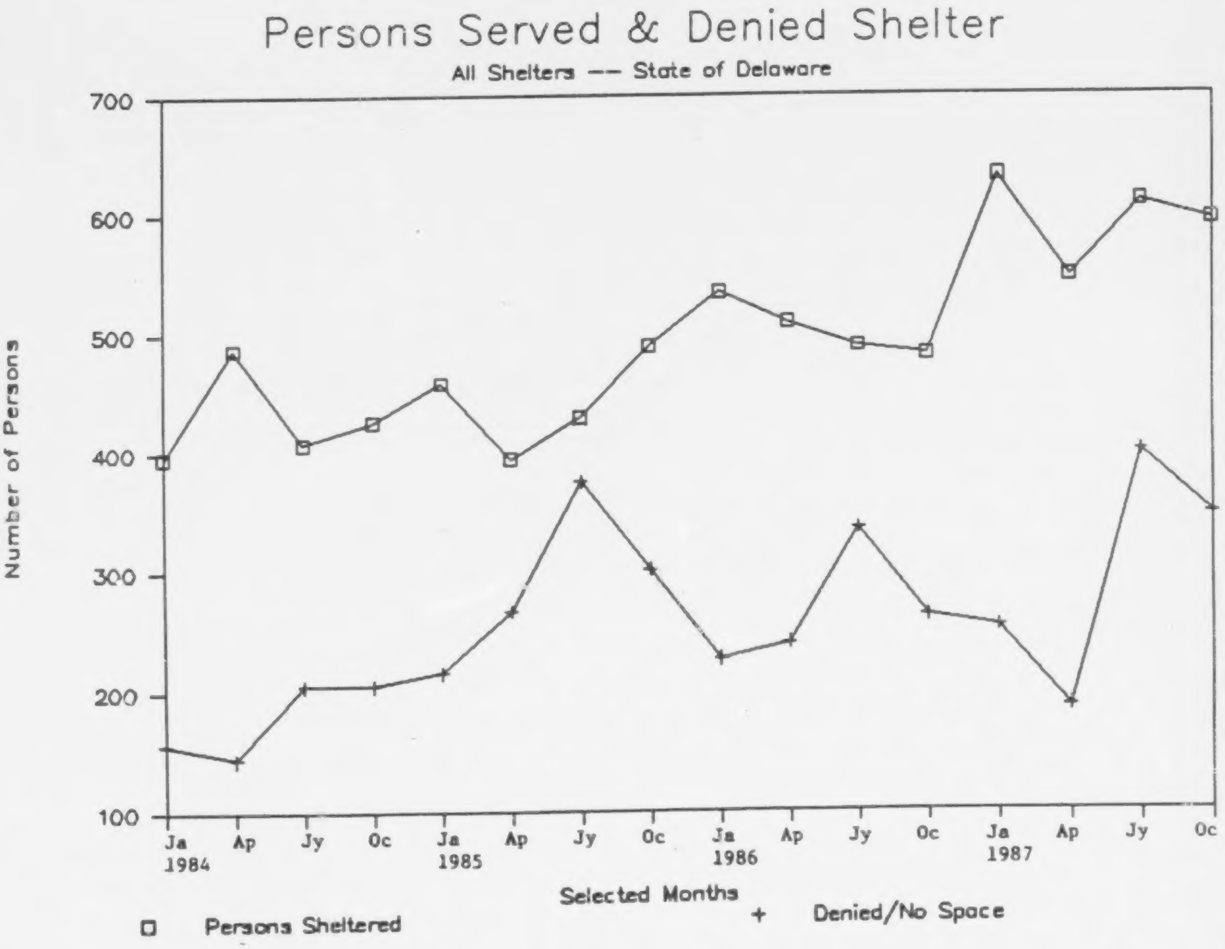
[1] The Wilmington Firehouse shelter did not participate in the Inventory of Services Providers.

Exhibit 20



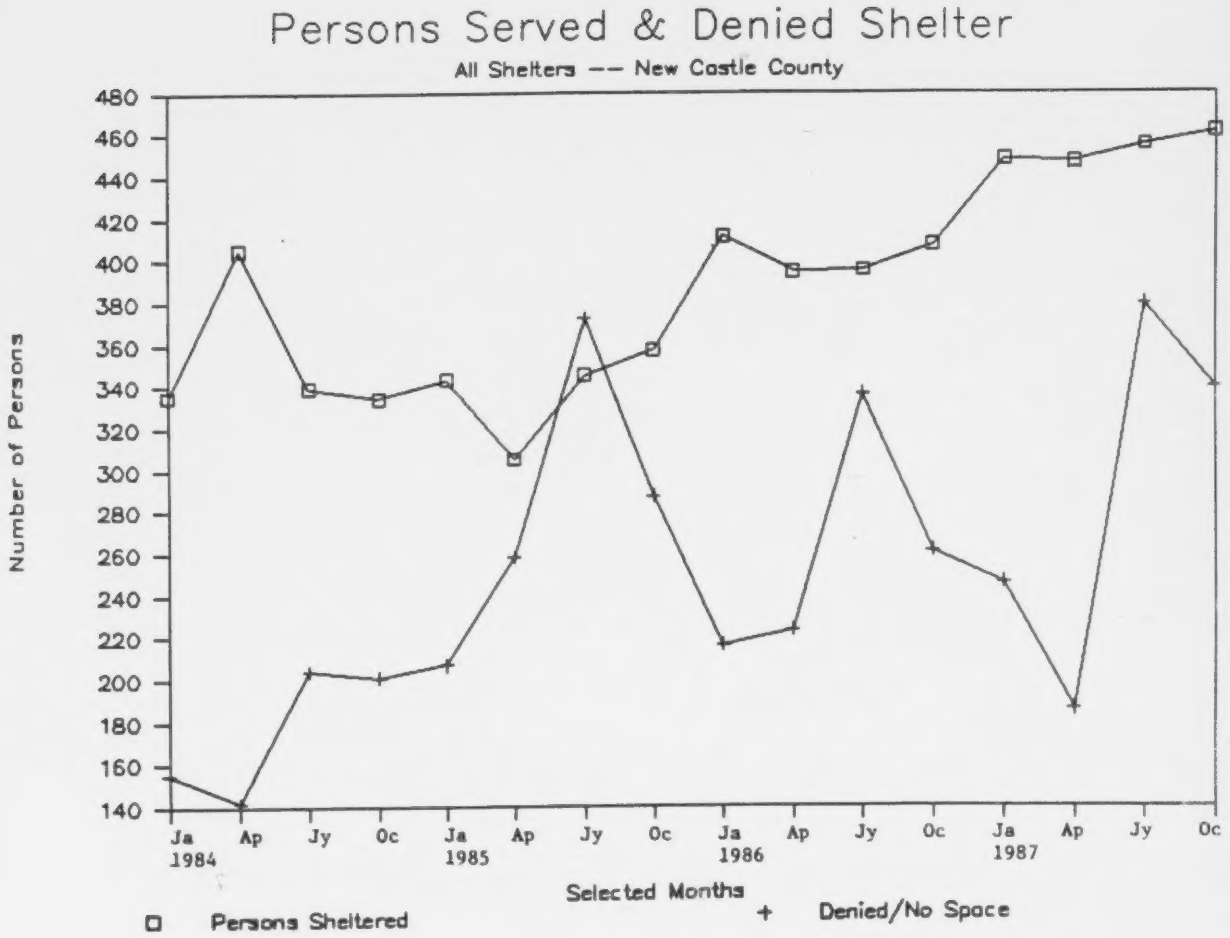
Source: Urban Affairs Division
College of Urban Affairs and Public Policy
University of Delaware

quite the same at the county level. For New Castle County, the counts increased 37.6 percent, and in Kent and Sussex combined the number of persons served more than doubled, rising 118.0 percent (Exhibits 21 and 22).

As might be expected from the data on persons served, the number of individuals being denied shelter by agencies because of lack of space has also been increasing. Even though "turn aways" are often under-reported, on a monthly basis the rates throughout the state increased by more than 120 percent between January 1984 and October 1987 (Exhibits 20, 21, and 22). Although there are no precise estimates of the size of the homeless population in Delaware, these data on number of persons served and denied shelter over a four-year period represents strong evidence that the problem in Delaware, as in other states, is in fact growing at a precipitous rate.

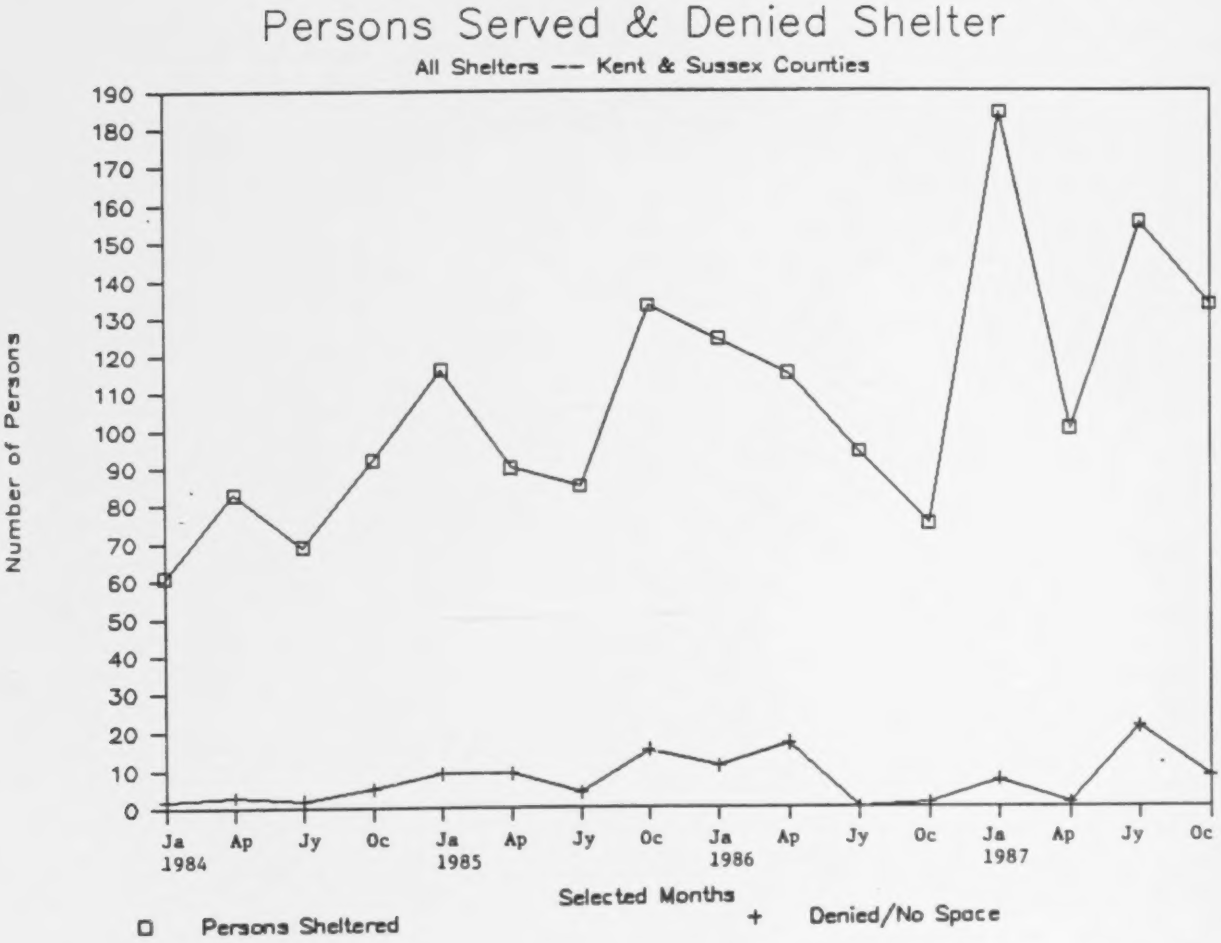
While the above data is an unduplicated count for each shelter, it is not an unduplicated count across shelters. In designing the Inventory of Service Providers, and given the resources available for this study, no practical method could be found for collecting totally unduplicated data. Nonetheless, if it can be assumed that the rate of duplicate counting has not changed in any significant way over the recent past (i.e., the extent to which an individual might be counted more than once because he was given or denied shelter at more than one shelter during a given month), and if it can be further assumed that the propensity of individuals and families to approach emergency shelters for assistance has not changed, then the distinctly upward trend in the numbers served must be viewed as an increase in the number of persons needing emergency shelter. We believe that these assumptions can be made and that the data strongly suggest significant growth in homelessness in Delaware.

Exhibit 21



Source: Urban Affairs Division
College of Urban Affairs and Public Policy
University of Delaware

Exhibit 22



Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

Capacity Utilization

Before the issue of capacity and usage can be discussed, it is necessary to distinguish functional capacity from bed capacity. All of the shelter facilities have a certain number of beds available. The actual number of individuals provided with shelter in each facility on a given night, however, is often higher or lower than the number of beds available. Several factors account for this. First, some, but not all, shelters provide motel vouchers to clients. Hence, the capacity of these agencies varies depending upon the availability of such vouchers. Second, children will often sleep together or with their parent(s), thus adding to the number of persons who can be accommodated. Third, in shelters that serve different types of households, it is often necessary to leave some beds empty. This is because clients frequently need to be separated from each other because of their privacy needs or because of behavioral problems. Accordingly, on a night-to-night basis, the physical layout of a facility may or may not correspond well to the mix of individuals who seek shelter there. For example, if a shelter has two rooms available with three beds per room, and two households consisting of two persons each are seeking shelter, obviously two beds must go unoccupied. Unrelated women and men cannot be housed in the same room, which also results in some beds going unused. (Shelters that serve strictly single men or single women usually are not confronted with this bed utilization problem.)

The best way to examine the extent to which emergency shelter space is utilized is to collect data on shelter capacity and on the number of persons actually sheltered on specific nights. The "Inventory of Service Providers" produced such data for selected nights in 1985, 1986 and 1987. Starting in June 1985, observations were made on the 8th and 25th of the month at two-month intervals. Hence, in the event that demand for service fluctuates by time of month or season, this data collection scheme would capture such fluctuation.

For Delaware as a whole, the number of persons housed by emergency shelter agencies on the selected dates increased slightly over the two-and-a-half year period. Although generally increasing, the census fluctuated by as many as 80 persons at different points in time. Interestingly, on any night for the state as a whole, an average of almost one-quarter of the beds went unoccupied. These beds go unused for several reasons. First, there is the "functional capacity" vs. "bed capacity" definitional problem discussed above. Second, the geographic distribution of shelter beds in the state is not always well matched to the location of homeless individuals and families. Third, in Delaware, several shelters serve only specific populations, unused beds in a shelter for single men, for example, are not available to women and children. Accordingly, it is more useful to look at capacity utilization on a more location- and client-specific basis.

Capacity Utilization in New Castle County

As previously mentioned, there are nine emergency shelters currently in operation in New Castle County. All but one, The Firehouse Shelter in Wilmington,[2] participated in the Inventory of Service Providers. The eight agencies that did participate have an on-site inventory of approximately 255 beds. Four serve families or women with children; two serve single men exclusively; one serves single women exclusively; and one serves victims of domestic violence.

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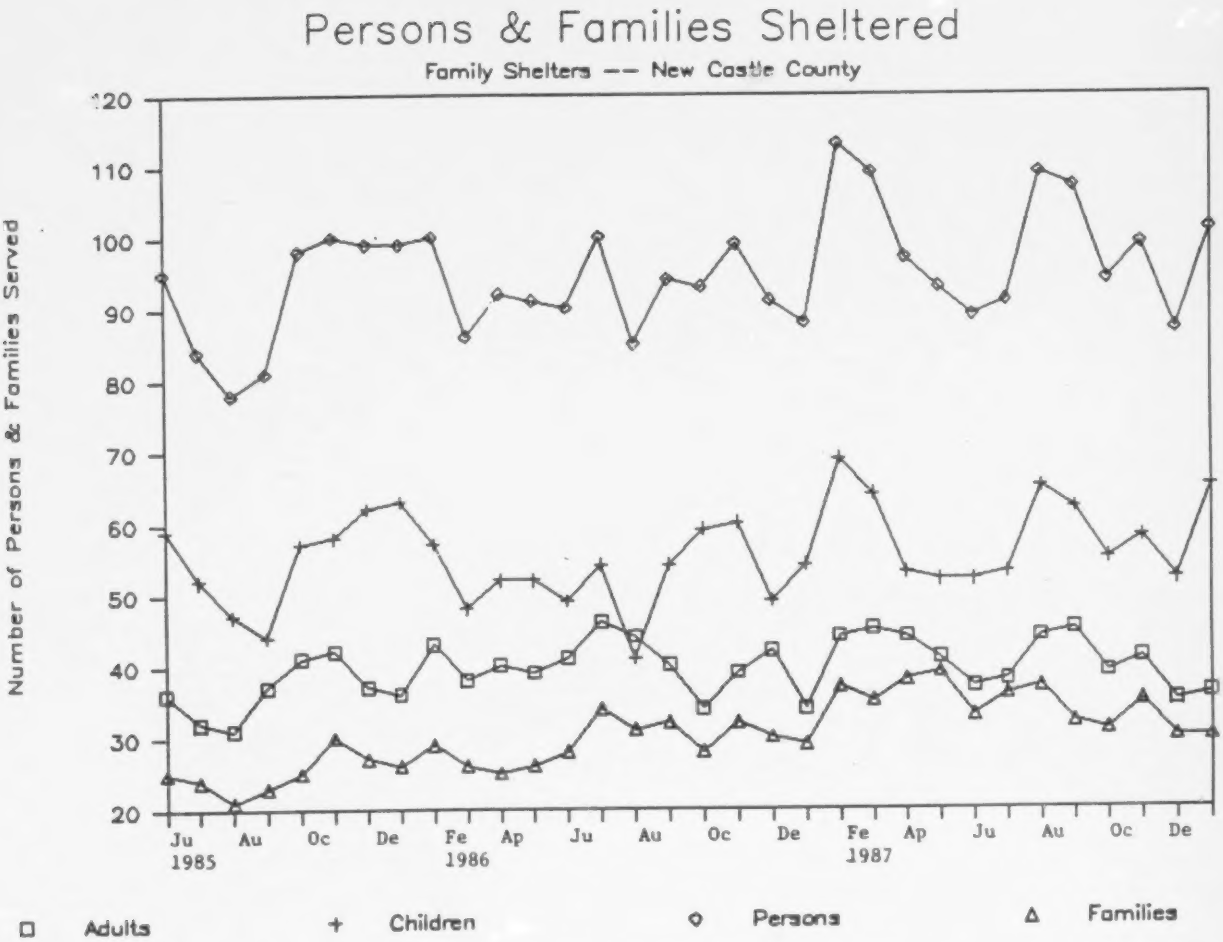
[2] The City of Wilmington, who operated the Firehouse Shelter in 1986 at the time the Inventory of Service Providers was conducted, declined an invitation to participate in the survey. However, utilization data for that facility was subsequently received for the periods of January 1987-March 1987 and November 1987-February 1988.

The four shelters that serve families in the county were all, on average, at capacity. Combined, these facilities have the space to serve approximately 100 people, and the number of persons actually housed averaged about 95 per night (Exhibit 23). This, in combination with the fact that the monthly data on those turned away from these same facilities has increased substantially over the period because of the lack of space, paints a clear picture: shelters that serve families in New Castle County are being used to capacity.

The same general situation pertains to the two shelters that exclusively serve men. With a total supply of 99 beds, the Sunday Breakfast Mission and the House of Joseph were very close to capacity on several of the dates studied (Exhibit 24). The largest blocks of unused beds in the county occurred in the Family Violence Program and Mary Mother of Hope Phase I. The Family Violence Program serves only victims of domestic violence, and the level of utilization fluctuates widely. On some days it is near capacity, and on others it is not. While our data show that Mary Mother of Hope I served an average of 10 to 11 single women each night during the period (which was below its bed capacity of 18), the data also show that that facility occasionally approached its capacity. The director of that program reported that for the first months of 1988, the average number of occupants per night had increased to approximately 14.

While the Inventory of Service Providers did not obtain utilization data on the Firehouse Shelter in Wilmington, some data was subsequently received. This information covered the periods January 1987 through March 1987, and November 1987 through March 1988. For the January-March 1987 period, the

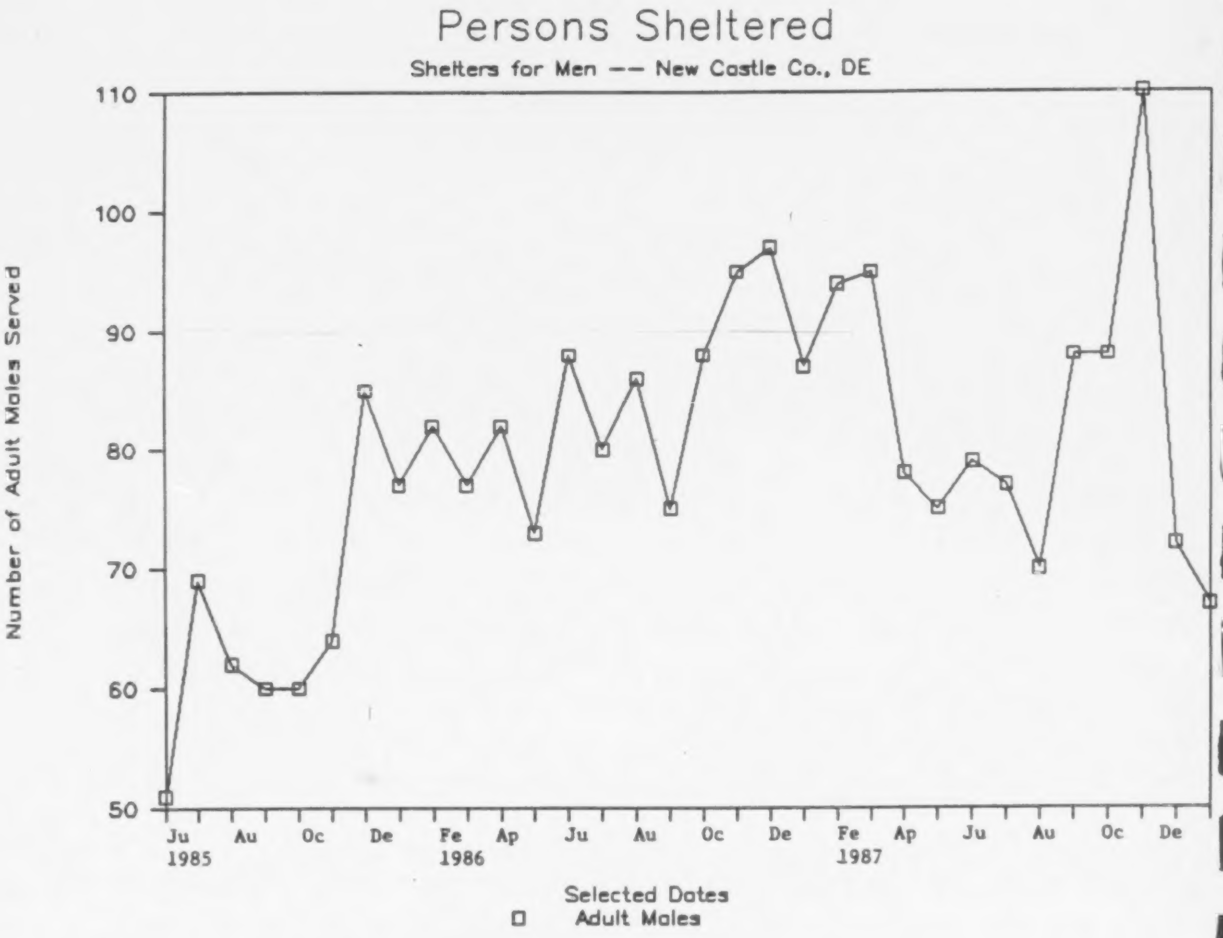
Exhibit 23



NOTE: Data was obtained from the 8th and the 25th of each month.

Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

Exhibit 24



NOTE: Data was obtained from the 8th and the 25th of each month.

Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

shelter served primarily single adult males and an occasional female. For the more recent period, this facility has served women, children and men, but 80 to 90 percent of its residents have been single men. It is a facility similar to the Sunday Breakfast Mission in that there are no limitations on the number of nights one can stay and no eligibility criteria for service.

For the Firehouse Shelter, the numbers served from November 1, 1987, to the present have risen dramatically compared to the previous year. It was serving an average of 10 persons per night in January 1987, compared to an average of 70 persons during January 1988. This amounts to an increase of 700 percent. Some have suggested that during this past winter (1987-1988), the Firehouse has become a substitute shelter for the Sunday Breakfast Mission, with there being no actual increase in the aggregate numbers of men being served by the two facilities; however, there is clear evidence that the amount of substitution is minimal.

In December 1987 a survey of a portion of the residents of the Firehouse was conducted to ascertain whether individuals being sheltered would have normally gone to the Sunday Breakfast Mission. Of 30 adult males questioned, only 10 had stayed at the Mission sometime during 1987. Five of these ten had been asked to leave the Mission by its staff. In summary, only five of the 30 men who had stayed at the Sunday Breakfast Mission at any time during 1987 had left by choice--hardly enough to conclude that the Firehouse was a substitute for the Mission. Another way to ascertain the extent of substitution is to simply look at the numbers of persons served at each location. During October 1987, the month before the Firehouse opened for the winter season, the Sunday Breakfast Mission was at or very near its capacity of 90 on several nights. In December 1987, a month after the Firehouse Shelter opened, the census at the Mission fell by about 20 persons. The director of the Sunday Breakfast mission reported that as this past winter progressed, however, numbers continuously increased to the point where the Mission was again at or near capacity on several nights in February and March 1988. At the same time, the number of persons served at the Firehouse increased dramatically as the winter progressed, going from nightly counts in the thirties after it first opened in November, to counts in the nineties during early March 1988. There are too many additional men at the Firehouse to claim that it is a substitute for the Mission. The number of adult men seeking shelter is increasing.

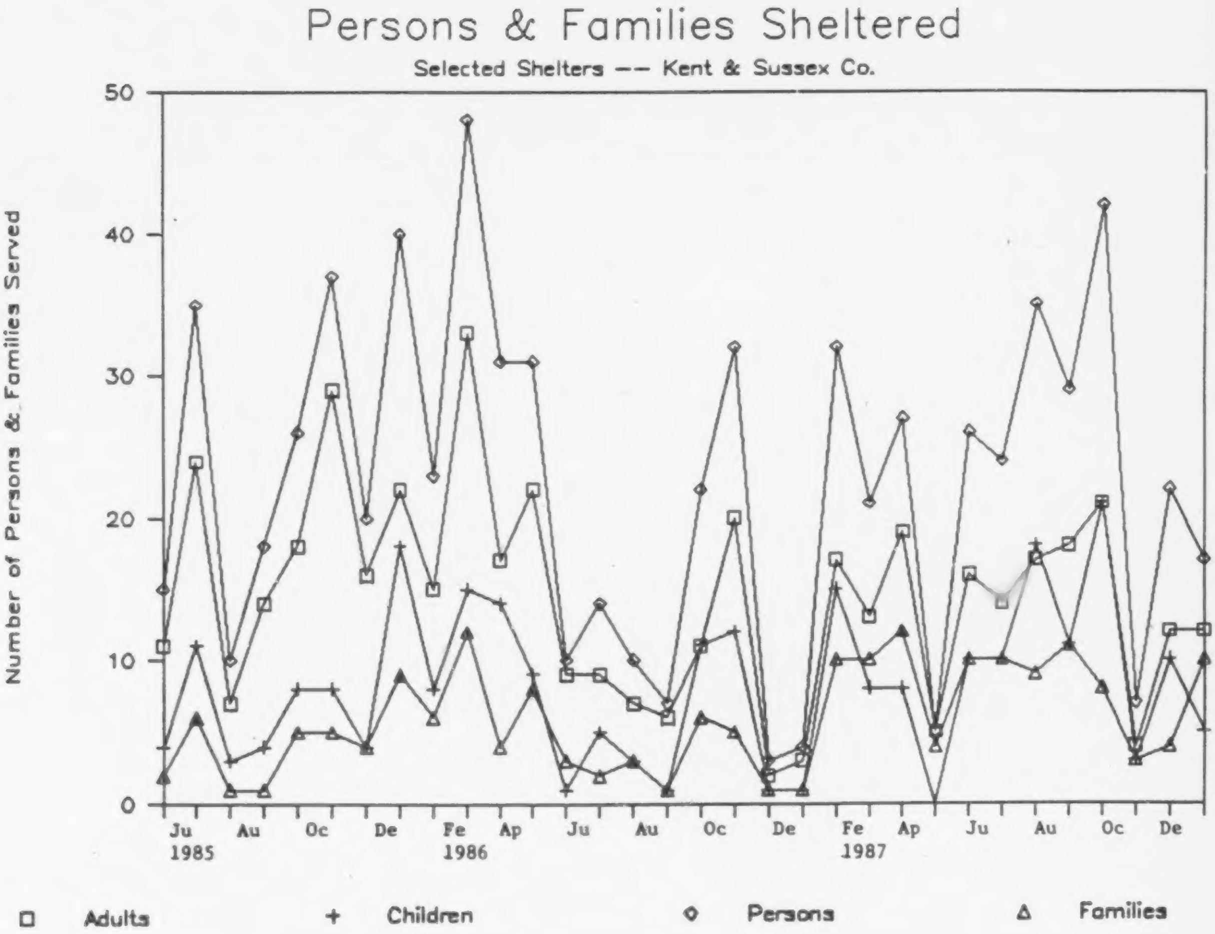
Capacity Utilization in Kent and Sussex Counties

Four emergency shelters are currently operating in Kent and Sussex counties. The Salvation Army also places individuals and families in motels but has no shelter facility. The shelters in the southern part of Delaware are different from those in New Castle County in that, except for Families-in-Transition, they serve all types of clients. Whatcoat Social Services, Casa San Francisco and Crisis House will all shelter men, women and children. Families-in-Transition shelters only those displaced by domestic violence.

It is difficult to draw any general conclusions about shelter usage in Kent and Sussex counties because of the geographic distances that separate these facilities. The rural setting poses special problems in addressing the problem of homelessness. Not only is the population less visible, but the lack of public transportation is obviously a barrier to homeless families and individuals in gaining access to a shelter.

Excluding the Families-in-Transition shelter in Milford, there is great variation in the utilization of the Kent and

Exhibit 25



NOTE: Data was obtained from the 8th and the 25th of each month.

Source: Urban Agent Division
College of Urban Affairs and Public Policy
University of Delaware

Sussex County shelters (Exhibit 25). Crisis House in Georgetown quotes 30 as its official capacity, yet data indicate that average numbers are around 12-15 persons. The largest number of persons sheltered there on any one night for the dates covered in the Inventory of Service Providers Survey was 20 persons. Casa San Francisco has a total of three rooms or eight beds available at their shelter in Milton. The survey data shows that on average, the facility was being utilized below capacity prior to 1987, but that during 1987 it was at or near capacity on numerous occasions. This shelter offers the most obvious example of the potential discrepancy between bed capacity and functional capacity. Sheltering four persons (a single man, a single woman, and a married couple) could effectively use up its available shelter space. While the shelter would be "full" to another family unit that might seek shelter, it would only be at half-capacity on a bed-to-bed count.

Whatcoat Social Services in Dover appears to shelter 10 to 20 persons per night on a regular basis, and has been at capacity, which is now 20, numerous times in the past. The only shelter in Kent and Sussex counties that targets a specific population is Families-in-Transition. It supplies 15 beds to victims of domestic violence. Data indicate that the numbers fluctuate greatly but that capacity is often surpassed.

Conclusions Regarding Shelter Utilization

Making sense of shelter utilization is difficult if the data are not understood in the context of client subgroup and location. From an examination of New Castle County data, it is clear that there is a need for increased bed space for families and women with children. The number of beds available to single homeless men also appears to be increasingly inadequate. Further exploration into the utilization patterns of single women needs to be done before any final conclusions can be reached regarding the need for more bed space for these individuals.

It is less clear as to what is happening in Kent and Sussex counties because access to shelter services is such a critical issue. The lack of public transportation only further isolates those who are in need of shelter and food support. Two shelters in the southern part of the state appear to be functionally full, while another often has unused bed space. The shelter needs of domestic violence victims in both counties fluctuate greatly, and while sometimes reaching full capacity, the two shelters appear to be able to meet the level of demand seen from 1985 to 1987.

Funding Sources

National Initiatives

The passage of the Stewart B. McKinney Homeless Assistance Act in July 1987 represented a significant increase in the amount of federal attention given to the problem of homelessness. The legislation, which authorized more than one billion dollars in 1987 and 1988 for programs in housing, health care and education, is the first piece of federal legislation that has attempted to address homelessness in a somewhat comprehensive manner. The 1987 appropriations reached $355 million and were used for a variety of programs.

Prior to the passage of the McKinney Act, federal involvement with the problem of homelessness was more piecemeal. Activity primarily centered around the Emergency Food and Shelter program of the Federal Emergency Management Agency (FEMA). Since 1983, $370 million has been distributed to existing food and shelter programs. In 1987 $70 million was initially allocated, with a $45 million supplement provided in January. In addition to FEMA, some funding has come from the Community Development Block Grant (CDBG) program of the Department of Housing and Urban Development (HUD). Between 1983 and 1988 $53 million in CDBG funds were directed toward programs assisting the homeless. HUD's FY 88 budget proposal reported that more than $100 million in CDBG funds had been used for renovation and acquisition of buildings for use as emergency shelters and related services (Wolch, 1987). HUD has also encouraged Public Housing Authorities to give homeless individuals and families priority placement in public housing units and has made certain repossessed homes available for lease at a nominal rent to use as shelters for homeless persons.

Other early efforts within the federal bureaucracy have come from the Department of Defense (DOD), the Department of Health and Human Services (DHHS), the Veterans' Administration (VA), the Department of Agriculture (USDA), ACTION and the General Services Administration (GSA). The DOD was appropriated $8 million in 1984 for the renovation and adaption of facilities on military installations for use as shelters. Only $900,000 was used for the renovation of two sites, however, and only a few of the 600 facilities identified as surplus were ever utilized. The failure of local communities to participate is due to several reasons: lack of local shelter operating funds, remote locations, and restrictive conditions (Wolch 1987).

The U.S. Department of Health and Human Services has been only indirectly involved in providing for the needs of the homeless through the distribution of three grant programs--the Community Service Block Grant (CSBG), the Social Services Block Grant (SSBG) and the Alcohol, Drug Abuse, Mental Health Administration (ADAMHA) grants. While funding specifically targeted to homeless persons cannot be identified, these programs provide services within which homeless persons participate. In addition, the USDA, VA, GSA and ACTION have provided a variety of surplus food, goods and staff needs.

Movement at the federal level towards a more coordinated approach to serve the needs of the homeless began in 1986 with the creation of two small programs. Administered through HUD, the Emergency Shelter Grant program and the Transitional Housing Demonstration program provided a total of $15 million for homeless housing needs.

The passage of the McKinney Act was an attempt to expand and further coordinate these federal efforts. The adoption of this legislation was significant not only in the level of funding authorized, but in the acceptance of federal responsibility for the needs of the homeless. The legislation addressed more than emergency food and shelter. It mandated transitional housing programs; Section 8 single-room occupancy rehabilitation; demonstration projects in areas of mental health and drug and alcohol abuse; adult literacy programs; and homeless children education grants. Authorizing more than $1 billion over a 2-year period, it appropriated $355 million in 1987. The breakdown of the total allocations is reflected in Exhibit 26.

Funds from the legislation reached communities in a variety of ways. The allocation of Emergency Shelter Grants was based on the current CDBG formula. Several programs, such as the housing demonstration programs, were competitively based. Some provided money to states, others directly to a local agency or nonprofit organization. For local communities to receive HUD program monies, they had to develop a Comprehensive Homeless Assistance Plan (CHAP). The CHAP, which outlined the needs of the local homeless population and the current efforts being made to meet these needs, had to be approved by HUD prior to receiving monies.

Table 26

Stewart B. McKinney Homeless Assistance Act
1987 Authorizations

Emergency Shelter Grants	$50.0 million
Transitional Housing	80.0
Section 8 SRO Moderate Rehabilitation	35.0
FEMA Emergency Food & Shelter	10.0
Supplemental Shelter Assistance	15.0
Health & Mental Health Care	46.0
Alcohol, Drug Abuse & Mental Health	50.6
CSBG	36.8
Veterans' Domiciliary Care	20.0
Adult Literacy	6.9
Homeless Children Education Grant	4.6
Total	$354.9 million

Source: National Coalition for the Homeless

Under the 1987 McKinney Act appropriations, Delaware received a total of $626,500. In addition, there are monies available on a competitive basis in the health service area. The McKinney monies are distributed as follows:

DHHS	275,000	ADMS Block Grant
	91,500	CSBG (additional)
Education	75,000	Adult Literacy
	50,000	Children & Youth
HUD	110,000	Emergency Shelter
FEMA	25,000	Emergency Food/Shelter
Total	$ 626,500	

Source: Federal Funds Information for States; Delaware Division of Community Services

Recently criticism has arisen concerning the performance of several agencies in the distribution of McKinney Act monies. In Saving Lives: Emergency Federal Aid Reaches the Street, published 6 months after passage of the legislation, the National Coalition for the Homeless reported that while some of the funds did "reach the street" in a timely manner, other monies have been held up through red tape and bureaucracy. They found that agency performance had been inconsistent. For example, the FEMA emergency food and shelter program awarded funds within three and a half months of the receipt of monies. Other programs, however, were not as successful.

- HUD programs have operated unevenly. One program began operation only after the National Coalition filed suit against HUD for non-compliance.
- DHHS acted quickly in awarding primary health care funded but less quickly on mental health block grants and demonstration awards.
- The General Service Administration (GSA) had taken no action to make surplus government property available for the homeless.
- The Department of Education had taken no action to implement a program to aid homeless children. (Saving Lives, p.3)

Criticism has also arisen because of the gap between appropriated funds and level of need in local communities. For example, New York City requested $8 million and received $2.5 million; Boston requested $1.6 million and received $600,000; Dallas requested $2.5 million and received $1.6 million.

At this writing, the prospect for future appropriations from the McKinney Act Bill is gloomy. While $616 million was authorized for 1988 in the legislation, only a small fraction has been appropriated. With growing concern over the budget deficit and social program costs, there is a real danger that the funds needed by programs and agencies to address homelessness will not be appropriated. It appears that what was thought to be, at last, federal recognition and ownership of the problem was merely a short-term crisis response.

Funding in Delaware

Within Delaware, there are six sources of money that support programs and services specifically designed to respond to the problem of homelessness. These are the state Grant-in-Aid Program, Community Services Block Grants (CSBG), FEMA funds, the Emergency Housing Assistance Fund (EHAF), the Shelter Reimbursement Program, and United Way of Delaware. CSBG and FEMA are federal monies that are distributed through the state to agencies that provide food and emergency shelter. CSBG is distributed by the Division of Community Services (DCS) of the Delaware Department of Community Affairs; FEMA monies are federal funds distributed through the United Way of Delaware. EHAF monies are generated by a check-off on state income tax forms and distributed by DCS along with CSBG monies. State Grants-in-Aid, funded from Delaware's general fund, are allocated to service agencies by the state legislature and are administered by the Controller General's Office. Shelter Reimbursement, a dollar amount that is returned to agencies who provide emergency shelter, comes from the Division of State Service Centers in the Delaware Department of Health and Social Services.

The largest single source of income for emergency shelters is CSBG funds; however, not all emergency facilities receive these monies. CSBG monies are distributed to a variety of community-based organizations that are attempting to alleviate poverty. For the last seven years in current dollars, approximately $900,000 a year in CSBG monies has been distributed. In constant dollars, however, there has been a 17 percent reduction since 1982. Total CSBG monies available to Delaware fell between 1987 and 1988, but the amount given to emergency shelters rose by 6.5 percent (Exhibit 27, 28).

The second largest source of income for emergency shelters is Delaware's Grant-in-Aid program. In FY88, $11.9 million was distributed through the Grant-in-Aid program, providing funds to senior centers, fire companies, police support, street maintenance, the arts, and community and neighborhood services. Emergency shelter facilities are included in Section II of the Grant-in-Aid law, falling under Community and Neighborhood Services. Since 1982, there has been a dramatic increase in the amount directed toward emergency shelters. In FY82, $112,547 was spent in this area (1988 dollars). This dropped to $48,893 in FY83 and has risen steadily to this year's allocation of $285,000. The FY88 allocation was a 53 percent increase over the FY87 allocation.

The third source of money available to emergency shelters is FEMA monies distributed through the United Way of Delaware. The Emergency Food and Shelter program of FEMA is in its sixth year of operation and was set up specifically to respond to the needs of the homeless. It has been a significant source of income for emergency shelters and food programs over the last several years. The amount Delaware has received rose from $223,516 in FY85 to $298,871 in FY87--an increase of 34% (1988 dollars), but fell 10 percent to $268,423 this year. The amounts given to emergency shelters have fluctuated in recent years with $88,050 allocated in FY85, dropping to $82,050 in FY86 and rising 64 percent to $134,341 in FY87 (Exhibit 27, 28). United Way also presently funds two shelters as well as several non-shelter agencies that serve the homeless in a variety of ways. In dollars that are not adjusted for inflation, the United Way increased its agency allocations for "crisis alleviation programs" from $672,315 in

Exhibit 27

State Funds Available to Emergency Shelters
(1988 Dollars)

	Federal		State		
	CSBG	FEMA	EHAF	Reimbursement	Grant-in-Aid
Year					
1982	$1,076,400	$0	$0	$0	$112,547
1983	$1,121,041		$0	$0	$48,893
1984	$1,018,557		$0	$0	$58,538
1985	$1,035,814	$223,516	$0	$101,292	$101,292
1986	$941,981	$273,617	$14,307	$96,817	$159,748
1987	$965,522	$298,871	$23,460	$136,764	$186,735
1988	$893,299	$268,423	$27,662	$205,000	$285,000

Note: This does not include Child, Inc., or Peoples Place II, both of whom receive Grant-in-Aid. It was not possible to separate what was given to the Family Violence Program and to Families-in-Transition

Source: Division of Community Services; United Way;
Office of the Controller General, State of Delaware

Exhibit 28

Funds Available to Emergency Shelters
FEMA, CSBG, and EHAF Monies
(1988 Dollars)

	FEMA			CSBG and EHAF	
	FY85	FY86	FY87	FY87	FY88
New Castle County					
Ministry of Caring	$16,882	$26,205	$33,389	$147,284	$152,150
Newark Housing Ministry	$5,213	$10,326	$13,687	$15,780	$28,250
Salvation Army	$33,194	$21,515	$42,128	$61,018	$49,878
YWCA	$11,492	$5,379	$14,421	$21,356	$22,000
Total	$66,781	$63,425	$103,626	$245,438	$252,278
Kent County					
Families-in-Transition	$6,775	$3,816	$6,111	$15,780	$10,000
Whatcoat Social Service	$4,815	$3,112	$10,978	$53,864	$60,220
Total	$11,590	$6,928	$17,089	$69,644	$70,220
Sussex County					
Casa San Francisco	$4,840	$6,857	$7,921	$7,364	$9,417
Crisis House	$4,840	$4,841	$5,705	$26,301	$39,500
Total	$9,679	$11,698	$13,626	$33,665	$48,917
GRAND TOTAL	$88,050	$82,050	$134,341	$348,747	$371,415

Source: Division of Community Services; United Way

1984 to $1,127,588 in 1988, although not all of these funds have gone to homelessness-related activities.

Two other sources of state money are the EHAF funds, distributed along with CSBG monies, and Shelter Reimbursement Funds distributed by the Delaware Division of State Service Centers. EHAF monies have been available for only three years. In constant dollars, as of February 1988, a total of $70,400 dollars had been generated from this state income tax check-off. Slightly more than $14,307 was given in 1986, $23,460 in 1987 and $27,662 in 1988 (1988 dollars). Shelter Reimbursement Funds are a more sizable amount provided to shelters. In FY88, $205,000 are available. This is an increase of $115,000 in just two years (1988 dollars). The money is reimbursed to shelters on a per diem basis and is based on the number of persons provided with shelter (Exhibit 27).

Conclusions Regarding Funding Sources

State and federal funds specifically available for emergency shelter programs have risen in recent years. However, two major sources of support, CSBG and FEMA, are federal monies passed through the state governmental structure. As concern grows over the federal deficit, these social service monies are in danger of being decreased or eliminated. While state-generated funds have increased dramatically in recent years, they are not at a level necessary to meet the growing needs for emergency housing and for the social services that should be provided in conjunction with such housing.

V. CAUSES OF HOMELESSNESS IN DELAWARE

It is becoming increasingly apparent from the research conducted here in Delaware and across the nation that the causes of homelessness are many and varied. A very large proportion of homelessness, however, is caused by three basic factors: poverty, the increasing lack of affordable housing, which is related to poverty, and mental health-related problems, including mental illness, substance abuse, and domestic violence. For many individuals and families, only one of these is the root cause of their homelessness; for others, the three are both active and interrelated, but in ways and degrees not fully understood. Simply stated, the vast majority of individuals and families in Delaware are homeless because they cannot afford shelter together with the other necessities of life, and/or because they do not have the ability to keep their households intact or to care for themselves or their loved ones because of personal dysfunction produced by mental health difficulties, including emotional, cognitive or behavioral problems.

In Delaware, poverty is the major cause of homelessness. Coincident with the growth in homelessness, poverty in the state is growing. There are several reasons for this. First, the U.S. economy is becoming increasingly oriented toward the production of services as opposed to manufactured goods. With this has come a two-tiered wage structure that is producing an increasingly unequal distribution of income. Second, there has been a major increase in one-parent households with children, especially those headed by a female. These households are often at an economic disadvantage. Third, and just as important, there is a very tight housing market in Delaware that has increased the price of shelter. Finally, federal policies over the last several years not only have amplified these trends, but also have removed many of the social support programs and systems that might have served to ease the human dislocations resulting from these changes.

This study has not focused on two types of homeless persons: children who are homeless because they have run away from home, and individuals who have no place to live because of a catastrophic physical event, such as fire or flood. The first is receiving much attention by researchers and the media, and indications are that the problem is growing. Serious as it is, however, this issue was outside the scope of the present study. The second type of homelessness--that caused by physical catastrophe--is also an important problem but is not dealt with here for two reasons. First, at any one time, few people in Delaware are homeless for this reason. Second, many of the people who are dislocated due to such things as fire and flood commonly were not living "at the margin" with respect to their economic or mental health status before the crisis. Their coping abilities are generally good, and with the help of family, neighbors, friends, and organizations such as the Red Cross, they can return themselves to a semblance of normalcy relatively soon.

Poverty and Homelessness

Inadequate Income

The homeless heads of households interviewed in emergency shelters and residential treatment programs in 1986 reported that they had very little income. As a group, they are indeed poor. Asked about their regular income from all sources, including employment, public assistance and other entitlement payments, almost half (44.4 percent) said they had none at all (Exhibit 10). Interestingly, of those who had some regular income, the vast majority (80.9 percent) received less than $5,400 on an annual basis and thus, were below the federal poverty level for a family of any size. The survey data also show the existence of "working homeless." About 27 percent of the interviewed heads of households said they received some or all of their income from part-time or full-time employment. While the employed homeless as a group did have better incomes than the unemployed homeless, more than 80 percent of those who were gainfully employed did not make enough to raise themselves out of poverty.

For Delaware and the nation, poverty is increasing at the same time that real income is growing. The cause of more poverty is not the lack of income but its distribution: the rich are getting richer and the poor are getting poorer. For the U.S. as a whole, real disposable personal income (income adjusted for inflation) on a per capita basis grew by 37 percent between 1969 and 1987. At the same time, real median family income increased only slightly. Tregarthen (1988) makes the argument that "sharper increases in income per capita than in median family income reflect, in part, a tendency for incomes to grow somewhat more rapidly for people at the upper end of the income distribution than for people at the lower end." Other economic data supports this conclusion. In 1969, the lowest 60 percent of families in this country received almost 36 percent of all income, but by 1985, this percentage had fallen to 32.4 percent, the lowest share ever recorded for this group (Tregarthen, 1988).

Economic data for Delaware shows the same phenomenon. The percentage of individuals below the poverty level in the state grew from 10.9 percent to 11.8 percent between 1969 and 1979, which represents an absolute increase of approximately 10,000 persons. The situation was similar for families. Here, about 3,000 more families were in poverty in Delaware in 1979 than in 1969, which meant that the percent of poverty families increased from 8.2 percent to 8.9 percent (U.S. Bureau of the Census, 1983).

Recent estimates for Delaware show that this growth in poverty is continuing through the 1980s. James Bell Associates (1985) report that the percentage of families below the poverty level in the state jumped from 8.9 percent to 12.1 percent between 1980 and 1983. Also, an analysis was recently completed by the Bureau of Economic and Business Research at the University of Delaware which shows that household income in Delaware was distributed more unequally in 1986 than it was in 1982. Using Current Population Survey data published by the U.S. Bureau of the Census, the analysis shows that in 1982, one third of all households in the state had incomes between $0 and $16,548 (represented in 1986 dollars). By 1986, however, the percentage of households in this income range had grown to 34.8 (Exhibit 29).

EXHIBIT 29

Distribution of Household Income
in the State of Delaware, 1982 and 1986
(1986 Dollars)

	Percent of All Households	
Income	1982	1986
$0 - $16,548	33.3	34.8
$16,549 - $32,291	33.3	28.0
$32,292 and up	33.3	37.2

Source: Bureau of Economic and Business Research,
University of Delaware, and the Current
Population Survey, U.S. Bureau of the Census

The recent increases in poverty have occurred during one of the strongest economic expansions ever experienced in this state and nation. The state's unemployment rate has been steadily decreasing since 1980 and, standing near 3 percent of the workforce, is now one of the lowest rates in the nation. Measured in traditional terms of gross output and job creation, the state's economy has been booming. Yet despite this, poverty is on the upswing and the ranks of the homeless appear to be swelling.

Structural Changes in the Economy

A growing body of literature places at least part of the blame for increases in poverty on structural changes in the economy--the shift away from manufacturing toward the production of services. This shift has an effect on poverty because well-paying jobs in the manufacturing sector are being lost and replaced by lower-paying jobs in the service sectors. In this process, some workers loose their jobs and are not able to find another. Others develop new skills and adapt to the changing work environment. Those who adapt, however, often find that their wages are lower or are not keeping up with inflation.

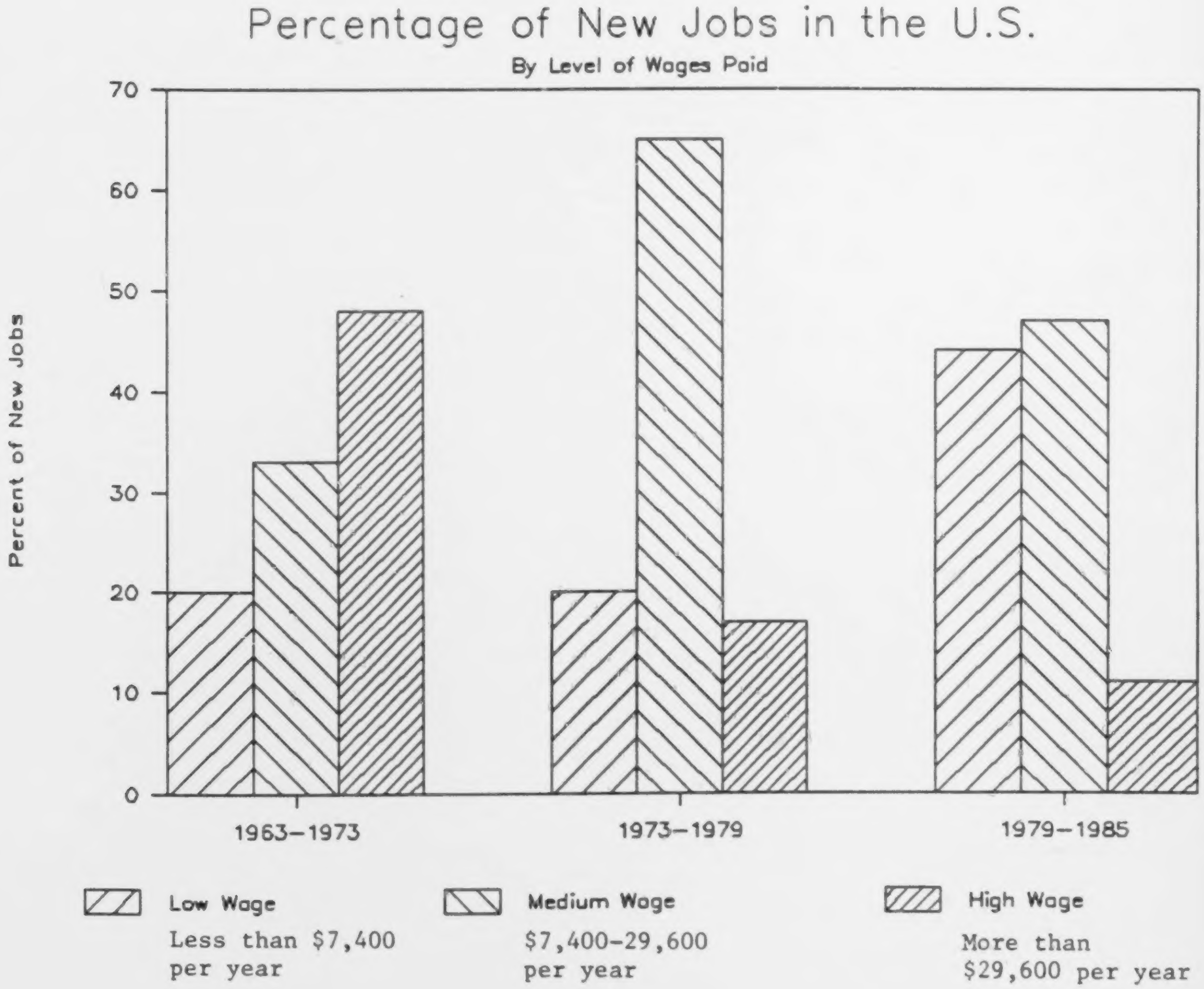
The reasons why there is a loss in the better-paying manufacturing jobs has to do with changes in the world economy. As a nation and a state, we must now more than ever compete in an international arena for the production and sale of goods and services. Wage rates in the U.S. are high in comparison to developing countries. More and more, producers are locating production facilities in low-wage countries. This is becoming easier to do because of advances in telecommunications and transportation, and because of the increasing standardization and automation of production. To remain competitive, firms in higher-cost labor market countries that do not move are forced to substitute skilled (more expensive) labor for a combination of machinery (computers, production robots, as well as more traditional production equipment) and low-skilled (cheaper) labor. Either response results in the reduction of manufacturing employment in this county. The increasing substitution of capital for labor and the increasing mobility of production within our national borders and across international boundaries has substantially diminished the power of labor unions to attract and keep members and to maintain high wage rates.

At the same time that manufacturing jobs are being lost to countries with lower wages, there has been an appreciable increase in service industry jobs in this country. Manufacturing has not added a single net new job to the U.S. economy since 1979 (Bluestone and Harrison, 1987). Virtually all the employment growth has been in services and trade--industries with twice the proportion of low-wage jobs as the manufacturing sector. Between 1979 and 1985, 44 percent of the net new jobs created paid poverty wages. Bluestone and Harrison argue that this was twice the rate of low-wage job creation that prevailed during the 1960s and 1970s (Exhibit 30).

This state of affairs, many argue, has produced a two-tiered wage structure. One group of workers are enjoying relatively high wages, and a second group considerably lower wages. The higher paid group is generally better educated and is engaged in performing more non-routinized work in both the high-tech and low-tech sectors of the manufacturing and service industries. The lower-paid group works in routinized jobs, more and more of which are found in the service sectors. These include jobs in wholesale and retail trade, and personal services.

Delaware appears to be on the leading edge of this transition from a manufacturing-dominated to a services-dominated economy. Data from Delaware's unemployment insurance program files shows that in 1981, manufacturing accounted for 28.2 percent of all jobs in the state, but by 1985 its share had fallen to 25.2 percent. Conversely, 61.6 percent of employment in 1981 was in services, which includes wholesale and retail trade,

Exhibit 30



(1986 dollars)

Source: Bluestone and Harrison (1987)

finance, insurance and real estate, personal and business services, and government. By 1985, this had increased to 64.2 percent (Exhibit 31).

Over the 1981-1985 period, 33,862 net new jobs were added to the state's economy, and fully 83.4 percent of these were in the service sectors. These sectors include wholesale and retail trade (24.9 percent of the increase), finance, insurance and real estate (19.9 percent of the increase), and services (which include personal and business services), and government (38.6 percent of the increase). Unfortunately, the wages paid per employee (total wages paid divided by total persons employed) in Delaware from 1981 to 1985 dropped in each of these high-growth sectors except for finance, insurance and real estate. Because these sectors contributed such a large proportion of the state's new jobs, the effect has been that wages per employed persons over this period for the entire state dropped 1.2 percent (Exhibit 31). These same trends are apparent at the county level, especially for New Castle County.

The drop in the wages paid per employed person is due to two reasons. First, and consistent with the research of Bluestone and Harrison discussed above, many of the new jobs in the state's economy are low-paying. Second, more and more jobs are part-time. To make matters worse, these part-time positions often pay no or limited benefits.

The structural change in the economy discussed above is no doubt having its greatest impact on those who already have limited economic opportunity. In years past, those not well-educated might have found adequate paying employment in the manufacturing sectors; such is less likely today. Some have lost factory jobs because the jobs themselves have ceased to exist, and for a variety of reasons, they have not been re-trained for

Exhibit 31

Change in Employment, Wages, and Wages Per Employed Person Delaware, 1981-1985

Description	Employment			
	Persons		Absolute Change '81-'85	Percent Change '81-'85
	1981	1985		
AGRICULTURE, FORESTRY & FISHING	2056	2228	172	8.4%
MINING	48	85	37	77.1%
CONSTRUCTION	13460	17758	4298	31.9%
NON-DURABLE MANUFACTURING	52454	52962	508	1.0%
DURABLE MANUFACTURING	19849	20042	193	1.0%
TRANSPORTATION & PUBLIC UTILITIES	10364	10787	423	4.1%
WHOLESALE TRADE	10538	10901	363	3.4%
RETAIL TRADE	45146	53213	8067	17.9%
FINANCE, INSURANCE & REAL ESTATE	12369	19115	6746	54.5%
SERVICES (Inc. Government)	89713	102768	13055	14.6%
GRAND TOTAL	255997	289859	33862	13.2%

Description	Annual Wage Bill (Constant 1985 Dollars)			
	Wages (in 000's)		Absolute Change '81-'85	Percent Change '81-'85
	1981	1985		
AGRICULTURE, FORESTRY & FISHING	26677.863	25443.420	-1234.443	-4.6%
MINING	1619.265	3771.780	2152.515	132.9%
CONSTRUCTION	267991.732	331200.717	63208.985	23.6%
NON-DURABLE MANUFACTURING	1569419.422	1652593.574	83174.152	5.3%
DURABLE MANUFACTURING	522015.631	575842.507	53826.876	10.3%
TRANSPORTATION & PUBLIC UTILITIES	232728.805	245780.264	13051.459	5.6%
WHOLESALE TRADE	245505.173	234924.847	-10580.326	-4.3%
RETAIL TRADE	454352.710	514015.140	59662.430	13.1%
FINANCE, INSURANCE & REAL ESTATE	222513.335	370240.135	147726.800	66.4%
SERVICES (Inc. Government)	1420160.035	1596486.911	176326.876	12.4%
GRAND TOTAL	4962983.971	5550299.295	587315.324	11.8%

Description	Wages Per Employed Person (Constant 1985 Dollars)		
	Wages (in 000's)		Percent Change '81-'85
	1981	1985	
AGRICULTURE, FORESTRY & FISHING	12.976	11.420	-12.0%
MINING	33.735	44.374	31.5%
CONSTRUCTION	19.910	18.651	-6.3%
NON-DURABLE MANUFACTURING	29.920	31.203	4.3%
DURABLE MANUFACTURING	26.299	28.732	9.2%
TRANSPORTATION & PUBLIC UTILITIES	22.456	22.785	1.5%
WHOLESALE TRADE	23.297	21.551	-7.5%
RETAIL TRADE	10.064	9.660	-4.0%
FINANCE, INSURANCE & REAL ESTATE	17.990	19.369	7.7%
SERVICES (Inc. Government)	15.830	15.535	-1.9%
GRAND TOTAL	19.387	19.148	-1.2%

Source: Urban Agent Division and the
Bureau of Economic and Business Research
University of Delaware

alternative adequate paying employment. Still others are working, but do not work enough hours or do not have a salary sufficient to support a decent standard of living. In this time of structural economic change, those who are living at or near the margin, have a greater probability of becoming homeless.

Changes in the Family

Concominent with increases in the number and percentage of persons and families living in poverty and the increased incidence of homelessness are changes in the structure of the family. First, the traditional extended family has given way to one that is increasingly isolated and less involved with relatives outside the nuclear unit. This change may be occurring because individuals prefer greater social distance from their relatives, or because people are more mobile and do not live in as close proximity to relatives as they once did, or because the variety of demands placed on families today do not permit as much available time for interaction and mutual support. A second change that has occurred is the substantial, indeed exponential, growth in families that have only one adult present. This has resulted from the increasing rates of divorce, and especially the growth in female-headed households with children. Between 1970 and 1980, the number of families maintained by women without spouses increased by slightly more than half.

In an economic environment where higher-paying blue collar jobs are being lost and lower-paying, service-sector jobs are growing rapidly, and where increasingly it takes two bread-winners per households to support a reasonable standard of living, single-parent households are at a distinct economic disadvantage. Often saddled with inadequate education, few job skills, and responsibility for caring for young children, more and more of these families are living below or near the poverty level with few, if any, opportunities to immediately better their lot in life. They are especially susceptible to homelessness. Indeed, of all the persons who were members of households that participated in the "Client Survey," more than 50 percent were children and adult females who were members of a female-headed household. Their fragile economic situation makes paying the rent very difficult, and when they do get into financial difficulty, the help of members of the extended family is not as readily available as perhaps it once was. Once the support of relatives and friends is exhausted, the family finds itself on the street.

Lack of Affordable Housing

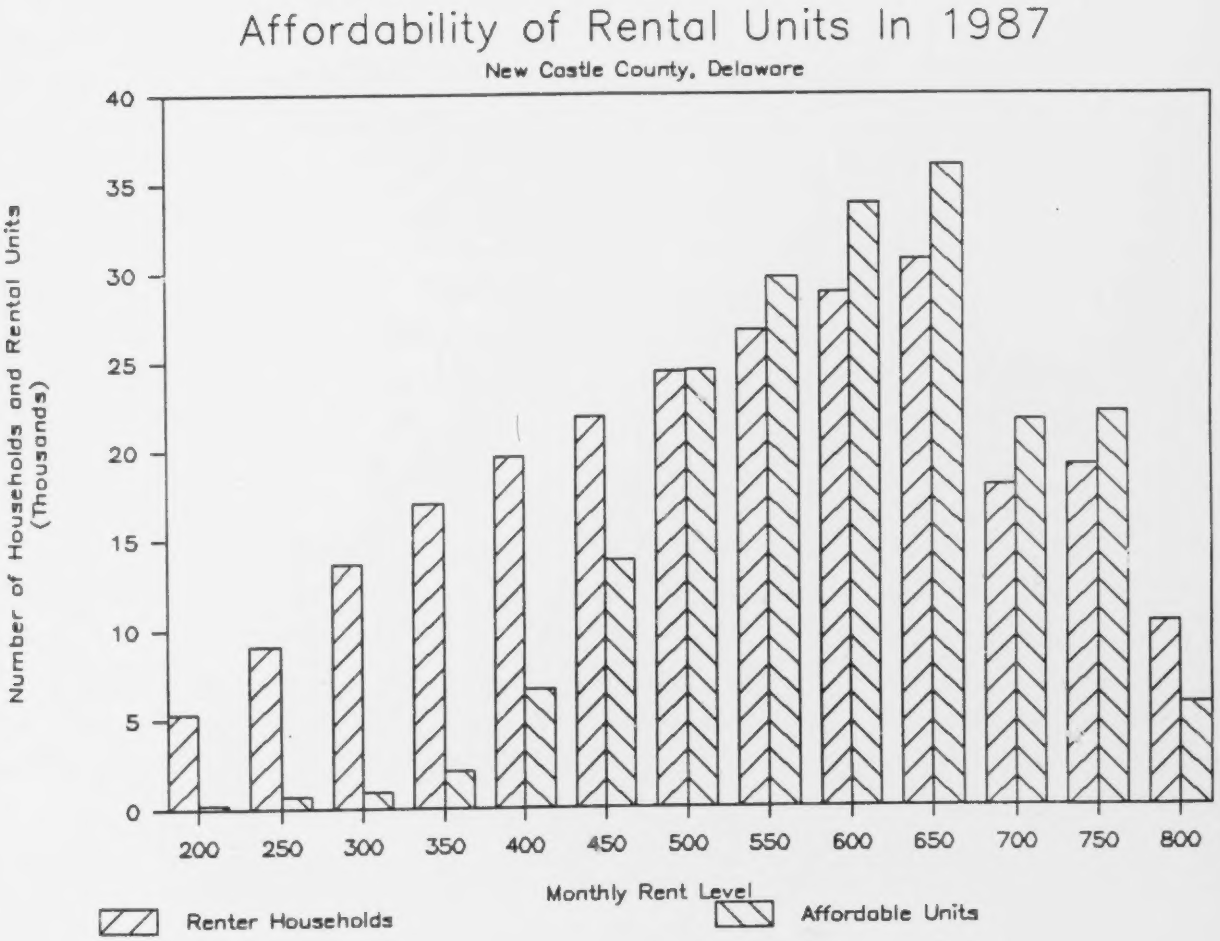
An estimate for 1984 shows that 37.3 percent of New Castle County renter-households paid more than 25 percent of their monthly income on rent (NCC Issue Paper #5, 1987). A total of 53 percent of heads of households responding to the Client Survey stated that they were homeless because they could not pay the rent and were evicted, and/or could not find affordable housing. All indications are that Delaware has a real problem with respect to the supply of affordable housing, and that this situation is related to the increase in homelessness.

The affordability problem is the result of simultaneous increases in poverty, cutbacks in federal aid programs, and significant increases in the prices of both owner occupied and rental housing. In New Castle County, for example, rents between 1981 and 1987 grew on average more than twice as fast as the consumer price index. Statewide, the supply of lower-income rental housing cannot keep pace with need. Apartment vacancy rates are extremely low. In New Castle County they have hovered at around 3 percent for the last few years, and have not been above 5 percent since 1984 (NCC Rental Survey, 1987). Rental surveys in Kent and Sussex counties reveal even tighter markets there.

With information on rental rates and household income, it is possible to make specific estimations of the number and percentage of households that cannot afford adequate quality housing large enough for their needs. The New Castle County Department of Community Development and Housing has produced such an estimate, and the results are startling. Using the criteria that rent in excess of 30 percent of household income is unaffordable, this affordability analysis shows that there are significant mismatches between the number of households of different sizes and incomes, and the supply of rental units that are affordable to them. For example, a renter-household with an annual income of $12,000 could afford a monthly gross rental outlay of $300. Such a household could afford only 16 percent of the estimated number of market rate efficiency units in New Castle County in 1987. (NCC Annual Rental Survey, 1987). What makes matters worse is that some percentage of the units affordable to households of different incomes are rented to households that could have afforded to pay higher rents. Not until rents reach $500 does the number of rental units in the county equal or exceed the number of households who can afford to rent them (Exhibit 32).

The recent sharp increases in housing rental costs have occurred at a time of decreasing federal support for housing. Between 1981 and 1985 for example, the federal government cut funds for new construction and substantial rehabilitation by 83 percent. Budget authority for all new assisted housing activity dropped 73 percent from $30.9 billion to $8.4 billion. (Wolch, 1987) Currently, in New Castle County 31,000 households are eligible based on income for federally funded rental assistance programs, yet only 8,400 units exist. Shelter providers

Exhibit 32



Source: New Castle County 1987 Annual Rental Survey
NCC Department of Community Development & Housing

throughout the state report that the inability to locate affordable housing is the major problem in getting their residents back into their own homes.

Decreasing federal support has forced state and local governments across the country to assume more of the financial burden for subsidized housing. While more non-federal dollars for housing are becoming available, the amounts are not coming close to replacing federal dollars lost. Looming on the horizon is a situation that could make matters even worse. Over the next ten years, a significant proportion of housing units previously built or rehabilitated under federal housing programs may no longer have rents affordable to lower-income persons because the contracts that developers signed with the federal government which assure that rents on assisted units would not increase above stipulated limits are starting to expire. A recent study done at Massachusetts Institute of Technology (Clay, 1987) estimates that nationally, as many as 900,000 low-income rental units could be lost for this reason by 1995. The number of units in Delaware that could be affected is not now known, but efforts are underway to produce an estimate.

Changes in Federal Policy Affecting Poverty

Social service programs that deal with conditions of poverty and homelessness have been drastically affected by cutbacks in a variety of federal housing and social programs. Nationally, housing subsidies were reduced by almost 75 percent between 1980 and 1986, from $26.7 billion to approximately $7.0 billion. The "Section 202" program, for example, which provides low interest loans to build housing for the elderly and handicapped, was cut over this same six year period by more than 50 percent from its 1980 level of $750 million (Wolch, 1987). Federal funding to assist the development of newly constructed units for families has essentially been eliminated over the past few years.

In areas of employment and training, cuts have been no less severe. In 1981, 500,000 public service jobs under the Comprehensive Employment and Job Training Act (CETA) were eliminated when it was replaced by the Job Training Partnership Act (JPTA). By 1986, JPTA outlays had been cut by 70 percent, funding was $6 billion less than 1980 levels. Federal programs that serve children, the elderly, dependent adults, and mentally and emotionally disturbed persons also suffered. Programs funded by the Social Services Block Grant (formally Title XX Social Services Program) are now funded at an average of 45 percent of 1980 levels. In real terms, CSBG monies have been reduced by over 50 percent from their levels seven years ago, down to $350 million in the FY 1988 budget. Seven billion dollars has been cut since 1982 in the Food Stamp Program. In addition, changes in child nutrition programs have removed benefits from an estimated 3.5 million children. Total federal outlays in 1986 for such programs were 29 percent below 1980 levels. Cuts in the Aid to Families with Dependent Children Program have also negatively affected children. The Childrens' Defense Fund estimates that 1.5 million children and mothers have lost their benefits as a result of cuts and changes in eligibility and payment standards since 1981 (Wolch, 1987).

Here in Delaware, changes in spending at the federal level have dramatically affected the ability of state and local government, and the nonprofit social service agencies they contract with, to fulfill the needs of homeless and poor individuals and families. Between 1981 and 1985, total federal aid to Delaware in the categories of health and human services, housing and urban development, revenue sharing, transportation, the environment, and job training declined by 14 percent after adjustment for inflation. Within this overall decline, public assistance monies from the Department of Health and Human Services (AFDC, child support enforcement, and low-income energy assistance) dropped by more than 70 percent. As a percentage of the population, the number of persons receiving public assistance declined by 24 percent, with AFDC recipients down by 35 percent, from 34,200 to 22,400. Medicaid spending rose very slightly (0.7 percent), but over this period the actual number of persons receiving assistance fell by 18 percent, or 9,000 individuals (U.S. Bureau of the Census, 1982-1987). Exacerbating the funding problem further has been the substantial cutback in federal funds for job training. These monies, previously supplied under the CETA Program and now under JTPA, were reduced on a national basis by 71 percent between 1981 and 1985 (Wolch, 1987).

Critical to the issue of homelessness is the level of monies available for housing programs. Between 1981 and 1985, Community Development Block Grant monies received by Delaware state and local government declined by 14.9 percent. The New Castle County Department of Community Development and Housing reports that in constant dollars, their CDBG monies in FY87 were 44 percent less than in FY81, down from $3.357 million in FY81 to 2.411 million in 1987. Rural housing has also suffered, with FmHA down by 40 percent since 1981.

Mental Health-Related Causes of Homelessness

Mental Illness

One of the most frequently cited and commonly understood sources of homelessness is mental illness. While this condition does not describe a majority of homeless individuals, mental illness is certainly a contributing factor in a significant portion of the homeless population. Studies conducted in shelters throughout the country have consistently found that 20-50 percent of the respondents experienced some mental dysfunction (Bachrach, 1984). For example, in New York City, a random sample in 1981 of 107 men in a city shelter found that fewer than 25 percent were mentally ill. Of 269 persons in a Baltimore shelter, 31 percent had a history of psychiatric treatment. In Phoenix, among 350 persons, 3 out of 10 had been in a mental hospital. Among 179 men in Philadelphia, 40 percent were diagnosed with a major mental condition. The conclusion that can be drawn from this study and the recent survey sponsored by the Delaware Division of Alcoholism, Drug Abuse and Mental Health (DADAMH Survey), indicate that for Delaware, the percentage of homeless who have a serious mental health problem (including substance addiction) probably falls somewhere between 20 and 40 percent. This finding is consistent with the national data.

Nationally, the proportion of the homeless population that is chronically mentally ill appears to be growing. Bachrach (1984) discusses two major reasons for this. One is the changing demographics of the general population. Due to the coming of age of 64 million "baby boom" babies, the absolute number of young persons at risk for developing schizophrenia and other chronic mental disorders has increased dramatically. The second reason is the trend toward deinstitutionalization; a shift in the locus of mental health care in the 1960s from large institutions to community-based treatment centers.

Deinstitutionalization arose from the civil rights movement and the desire to treat mental patients in more humane settings. The development of psychotropic drugs allowed the patient more freedom and laid the foundation for community-based treatment programs. Nationally, the decline in the number of institutionalized persons has been dramatic, from 559,000 in 1955 to 132,000 in 1980 (Bachrach, 1984). The number of community mental health centers, however, has never come close to reaching the 2,000 needed. Only 700 were built across the country.

Bachrach (1984), asserts that the homeless mentally ill are essentially the product of deinstitutionalization--they require treatment in a service environment that is structured around this policy. As a policy, deinstitutionalization presents specific barriers to the mentally ill and results in a subpopulation of mentally ill who are consistently excluded from care. The homeless mentally ill are essentially the "misfits," those who do not fit into the current service model. The barriers Bachrach outlines can be summarized as follows:

> Preclusive Admission Policies. Mentally health services are currently targeted toward the highest functioning client. Limited dollars and the need for high "cure" rates result in a creaming of the population. There is also a failure to accurately assess the needs of the mentally ill population as a whole.
>
> General Lack of Services. The homeless mentally ill need extraordinary and comprehensive services, much more than simple shelter and administration of medication.
>
> Geographically Limited Responsibility. The original purpose of catchment areas was to force providers to assume responsibility for care of persons in specific locations. For those without homes, however, this poses a definitional barrier. An additional barrier is the residential-based requirements for some services and entitlements.
>
> Inappropriate Expectations. Just as there is diversity among the mentally ill population, there is equal diversity among the homeless mentally ill. Bachrach cites the failure to plan a realistic array of service structures and to assess on an individual basis what is the appropriate treatment and placement as major barriers to serving the homeless mentally ill.
>
> Social Distance. The final barrier has to do with the social distance that exists between the service providers and those who are homeless and mentally ill. This barrier is essentially cultural, one in which service providers do not recognize the real existence of a separate lifestyle and value system that has developed among the homeless.

The homeless mentally ill suffer two conditions--the disease of mental illness and the trauma of being homeless. To blame the individual for his or her homelessness is inappropriate. Changing demographics and the policy of deinstitutionalization have interacted and resulted in a service delivery system that is inaccessible to a sizable portion of the mentally ill population. For the homeless mentally ill, the benefits of deinstitutionalization have eluded them. These persons exist beyond the margins of society, unable to overcome the barriers to care and without the resources--social, emotional or mental--to escape their homelessness.

These barriers to service exist here in Delaware as well. While no formal deinstitutionalization procedures have ever been adopted in the state, Delaware has followed other states in setting up stricter hospital admissions criteria. Though the mass exodus from state institutions has not occurred here, those persons in need of more formal, structured care have found it difficult to receive such care. The criteria of "a danger to himself or others" is very strictly interpreted.

An alternative to hospitalization is placement in a short-term transitional facility. Currently only 3 exist in Delaware: Bennett House in Wilmington with 28 beds; Del Manor on the grounds of the State Hospital with 30 beds; and Lighthouse in Milford with 15 beds. The Meadows, a 50-bed facility largely for persons over 50 in Delaware City, was intended to be a transitional facility, but clients' periods of stay have lengthened beyond "short-term." Therefore, for short-term transitional care, the alternative to state hospital admission, only 73 beds exist throughout the state.

Domestic Violence

Approximately 20 percent of the persons in emergency shelters reported being homeless due to domestic violence--either abuse of the spouse or the children. In Delaware and across the country, domestic violence is becoming a significant force in generating homelessness. The growing awareness of the extent of domestic violence among families and its negative impact on the mental health of family members is of increasing concern to those in social work and mental health fields.

Its significance as a cause of homelessness, however, is that once homeless, individuals and families often find themselves unable to return to a stable lifestyle. The inability to find affordable housing, an inadequate wage structure, and the unavailability of affordable child care are just a few of the problems that victims of domestic violence must face as they leave the abusive situation. Added to these are the mental health issues that must be dealt with by the victims--the restoration of a sense of dignity and self-worth, and empowerment and control over their own lives.

Substance Abuse

It is well documented that the abuse of substances such as alcohol and drugs occurs within the homeless population. A common assertion is that one-quarter to one-third of the homeless are substance abusers. However, the problem inherent in researching this area as a cause of homelessness is similar to one found in mental illness--which came first, the substance abuse or the situation of homelessness? As with mental illness, both cases exist. There are those persons who became homeless as a result of their addiction, and there are those who became addicted as a result of their homelessness.

In either case, substance-addicted persons present special challenges for service providers. The lack of effective residential treatment programs and transitional facilities only forces the addicted person back into the environment that enabled his or her addiction. Treatment is being given as a response to crisis situations without the capacity to promote long-term goals of lifetime sobriety or freedom from drugs.

Conclusions

The individual causes of homelessness in Delaware are many, but they are clearly related to poverty, the unaffordability of housing, mental health problems, or all three. Poverty is increasing both nationally and in Delaware, and this, together with dramatically escalating rents and cutbacks in federal social spending, has meant that increasing numbers of individuals and households cannot afford even minimally adequate housing. Structural change in the economy is partly to blame, as is growth in the number of single-parent households. Nationally, there is evidence that the proportion of homeless persons who are mentally ill is growing due to deinstitutionalization and demographic factors. Added to this is the general lack of funds for mental health programs and residential treatment facilities. Delaware is not immune from any of these factors, as the diversity of the homeless population throughout the state indicates.

APPENDIX A

Client Survey Instrument

Agency ______________________

Date ____________

University of Delaware Homelessness Study

ADULT QUESTIONNAIRE

Office Use Only

SURVEY TO BE ADMINISTERED ONLY TO PERSONS RECEIVING SHELTER SERVICES (INCLUDING VOUCHERS FOR EMERGENCY SHELTER). PLEASE READ THE FOLLOWING STATEMENT TO EACH ADULT BEING SURVEYED ...

This agency is currently participating in a study on homelessness being conducted by the University of Delaware. As part of this study, I would like to ask you several questions. All information you provide will be kept strictly confidential and will in no way affect your eligibility for emergency shelter services. Your participation is completely voluntary. You are free to answer only those questions you want to answer.

Within the last 2 months, has anyone asked you to answer questions, at this or another agency, for a study of emergency housing?

___ yes (stop the interview; thank the client)
___ no (continue) ___

Are you willing to answer some questions?

___ yes (proceed with questionnaire)
___ no (stop the interview; thank the client) ___

PLEASE FILL OUT THE FAMILY UNIT QUESTIONNAIRE (BLUE SHEET) AT THIS TIME IF APPLICABLE.

THEN PROCEED WITH SURVEY.

NOTE: The word "filter" means "not applicable."

Adult # ___

Age: ___________
Sex: ___ male (1)   ___ female (2)
Race: ___ white (1)   ___ black (2)   ___ hispanic (3)   ___ other (4)

---

1. Did you graduate from high school?
   ___ yes (0)   ___ no (1)   ___ don't know (8)
   ___ won't answer (9)

2. (If yes) Have you ever attended college?
   ___ yes (0)   ___ no (1)   ___ filter (7)   ___ don't know (8)
   ___ won't answer (9)

3. (If yes) Are you a college graduate?
   ___ yes (0)   ___ no (1)   ___ filter (7)   ___ don't know (8)
   ___ won't answer (9)

---

4. What is your current marital status?
   ___ never been married (0)
   ___ married (1)
   ___ separated (2)
   ___ divorced (3)
   ___ widowed (4)
   ___ don't know (8)
   ___ won't answer (9)

5. Is your spouse or mate with you now?
   ___ yes (0)   ___ no (1)   ___ filter (7)   ___ won't answer (9)

6. How many children do you have? _____

7. Other than those who may be with you now, do you have family in this area?
   ___ yes (0)   ___ no (1)   ___ don't know (8)   ___ won't answer (9)

---

8. When was the last time you worked?
   ___ am currently employed (01)
   ___ this month (02)
   ___ 1-2 months ago (03)
   ___ 3-5 months ago (04)
   ___ 6-12 months ago (05)
   ___ over a year ago (06)
   ___ have never worked (07)
   ___ don't know (88)
   ___ won't answer (99)

9. What type of job was(is) it?
   ___ day labor (1)
   ___ permanent full-time (2)
   ___ permanent part-time (3)
   ___ temporary full or part-time (4)
   ___ filter (7)
   ___ don't know (8)
   ___ won't answer (9)

10. (If not currently employed) Why did you leave your last job?
___ temporary job (01)
___ laid off/fired (02)
___ quit (03)
___ moved (04)
___ disabled (05)
___ pregnancy (06)
___ ill health (07)
___ other (_________) (08)
___ filter (77)
___ don't know (88)
___ won't answer (99)

11. (If not currently employed) Why are you not working now? (check all that apply)
___ am not looking
___ no work available
___ no transportation
___ don't have needed skills
___ no daycare/must care for children or adult
___ disabled
___ poor health
___ other (__________________________)

___ filter
___ don't know
___ won't answer

---

12. Do you have a regular source of income?
___ yes (0) ___ no (1) ___ don't know (8) ___ won't answer (9)

13. (If yes) What is that source of income? (check all that apply)
___ Employed/job
___ General assistance
___ AFDC
___ pension
___ VA disability
___ SSI (Supplemental Security Income)
___ Unemployment benefits
___ other (_______________)

___ filter
___ don't know
___ won't answer

14. How much is that income on a monthly basis?
$___________
___ filter
___ don't know
___ won't answer

---

15. How long have you been in this city?
___ less than 1 month (1)
___ 2-11 months (2)
___ 1-2 years (3)
___ 3 or more years (4)
___ all my life (6)
___ don't know (8)
___ won't answer (9)

16. (If individual has lived here less than 2 years) Where were you prior to coming here?
___ New Castle County (01)
___ Sussex County (02)
___ Kent County (03)
___ Maryland (04)
___ Pennsylvania (05)
___ New Jersey (06)
___ other city or state (07) (________________)
___ filter (77)
___ don't know (88)
___ won't answer (99)

17. (If individual has lived here less than 2 years) Why did you come here? (check all that apply)

___ to get a job
___ to live close to family
___ to live close to friends
___ to get a new start
___ other (______________)

___ filter
___ don't know
___ won't answer

18. What city or town do you call "home"?

___ (1) here
___ (2) another city in Delaware
___ (3) city outside of Delaware
___ (4) don't have a home
___ (8) don't know
___ (9) won't answer

19. How long have you been without a permanent place to live?

___ (1) less than 1 week
___ (2) 1-3 weeks
___ (3) 1-2 months
___ (4) 3-5 months
___ (5) 6-12 months
___ (6) over a year
___ (8) don't know
___ (9) won't answer

20. The reason(s) I do not currently have a place to live is: (check all that apply)

___ I couldn't pay the rent and was evicted
___ I can't find housing I can afford
___ My current place had no heat
___ My current place was physically unsafe
___ My spouse or mate abused me
___ My spouse or mate abused my children
___ My home was damaged by fire or some other disaster
___ I was traveling and stranded here
___ other (____________________________________)

___ don't know
___ won't answer

21. Is this the first time you have been without a place to live?

___ (0) yes
___ (1) no
___ (8) don't know
___ (9) won't answer

22. (If no) How many times have you been without a permanent residence over the last two years? ________

___ filter
___ won't answer

23. Prior to this time, when was the previous time?

___ (1) less than 6 months ago
___ (2) 6-12 months ago
___ (3) 1-2 years ago
___ (4) more than 2 years ago
___ (7) filter
___ (8) don't know
___ (9) won't answer

24. Prior to this time, how long were you in need of shelter?

___ (1) less than 1 week
___ (2) 1-3 weeks
___ (3) 1-2 months
___ (4) 3-6 months
___ (5) more than 6 months
___ (7) filter
___ (8) don't know
___ (9) won't answer

25. Before coming here, where did you sleep?

___ outside (01)
___ car (02)
___ abandoned building (03)
___ another shelter facility (04)
___ room paid for by another agency (05)
___ single room occupancy (06)
___ at friends' or family's (07)
___ other (______________) (08)
___ don't know (88)
___ won't answer (99)

26. Where do you eat most of your meals?

___ soup kitchen/shelter (1)
___ restaurant (2)
___ at friends' or family's (3)
___ other (______________) (4)
___ don't know (8)
___ won't answer (9)

---

27. Have you ever participated in a alcoholism or drug abuse treatment program?

___ yes (0) ___ no (1) ___ don't know (8) ___ won't answer (9)

28. Have you ever been treated for emotional or mental health reasons?

___ yes (0) ___ no (1) ___ don't know (8) ___ won't answer (9)

29. Have you ever been hospitalized for emotional or mental health reasons?

___ yes (0) ___ no (1) ___ don't know (8) ___ won't answer (9)

30. (If yes) How many times have you been hospitalized for emotional or mental health reasons?

____

___ filter
___ don't know
___ won't answer

31. (If yes) When was your most recent release?

___ this week (1)
___ this month (2)
___ 1-2 months ago (3)
___ 3-5 months ago (4)
___ 6-12 months ago (5)
___ over a year ago (6)
___ filter (7)
___ don't know (8)
___ won't answer (9)

32. Have you ever been convicted of a felony?

___ yes (0) ___ no (1) ___ won't answer (9)

---

33. Besides your lack of housing, what do you consider the 2 biggest problems facing you right now?

1- ______________________________

2- ______________________________

___ don't know
___ won't answer

34. Are you presently in contact with an agency in regard to these issues?
___ yes (0) ___ no (1) ___ don't know (8) ___ won't answer (9) ___

35. (If yes) Which agencies?

1- ________________ ___ ___
2- ________________ ___ ___
3- ________________ ___ ___

___ filter
___ don't know
___ won't answer

36. (If no) Why not?
___ (01) don't know whom to contact
___ (02) they can't help me
___ (03) they won't help me/won't do any good
___ (04) other (________________)
___ (77) filter
___ (88) don't know
___ (99) won't answer ___ ___

37. How many family members that usually live with you are currently receiving emergency shelter through another agency, or are living with friends or other family?

Number of Adults ____ ___ ___
Number of Children under 18 ____ ___ ___

PLEASE THANK THE CLIENT FOR HIS OR HER HELP AND INFORMATION.

University of Delaware Homelessness Study

FAMILY UNIT QUESTIONNAIRE

Office Use Only

Date: ____________

Agency: ______________________________________

Information on all adults present (persons 18 years or older):

	Age	Sex	Relationship to Adult #1
Adult #1 (person being interviewed)	___	___	
Adult #2	___	___	________________
Adult #3	___	___	________________
Adult #4	___	___	________________
Adult #5	___	___	________________
Adult #6	___	___	________________

Information on all children present:

	Age	Sex
Child #1	___	___
Child #2	___	___
Child #3	___	___
Child #4	___	___
Child #5	___	___
Child #6	___	___

APPENDIX B

Supplemental Enumeration Survey Instrument

University of Delaware Homelessness Study

SUPPLEMENTAL ENUMERATION

Office Use Only

Part A

In response to individuals or families who request emergency or temporary housing ...

Date: __________

Agency: ______________________________

Person has contacted agency by:

___ (1) phone ___ (2) walk-in

PLEASE READ TO ALL PARTICIPANTS:

I would like to ask you a few questions about your housing situation for a housing study that is currently underway.

Has anyone in this or another agency asked you to answer questions for a study of emergency housing this week?

___ yes (tell person that there is no need to proceed)
___ no (please continue with the questionnaire)

Your cooperation in answering these questions is voluntary and all information you give will be kept completely confidential. Is that okay?

___ yes (begin questions)
___ no (person will not cooperate, no need to proceed)

Part B

1. How soon do you need shelter?

___ (1) today
___ (2) tomorrow
___ (3) within 2-7 days
___ (4) more than a week from now
___ (5) more than a month from now
___ (8) don't know
___ (9) won't answer

2. How many male adults are seeking shelter? _____

3. How many female adults are seeking shelter? _____

4. How many children ages 12-18 are seeking shelter? _____

5. How many children under age 12 are seeking shelter? _____

6. How long have you personally been without permanent shelter?

___ (0) presently have shelter
___ (1) less than 1 week
___ (2) 1-2 weeks
___ (3) 2-4 weeks
___ (4) 1-3 months
___ (5) 3-6 months
___ (6) more than 6 months
___ (9) won't answer

7. Where did you sleep last night? ____________________

8. Is this the first time you have ever needed emergency or temporary shelter?

___ (0) yes ___ (1) no ___ (8) don't know ___ (9) won't answer

(If "no")How many other times have you been without shelter? _____

9. How many of the adults seeking shelter are currently employed? _____

10. Do you have a regular source of income?

___ (0) yes ___ (1) no ___ (8) don't know ___ (9) won't answer

THANK THE RESPONDENT FOR HIS OR HER TIME AND INFORMATION.

APPENDIX C

Inventory of Service Providers

Agency: ______________________________

Please give the total number of different persons who sought shelter from your agency during each of the following months. Include all adults and children in your count. Count each person only once no matter how many nights during the month he or she stayed.

	Those provided shelter*		Those denied shelter	
	Number served on-site	Number vouchered	Because no space available	Because deemed ineligible
January 1984				
April 1984				
July 1984				
October 1984				
January 1985				
April 1985				
July 1985				
October 1985				
January 1986				
April 1986				
July 1986				
October 1986				
January 1987				
April 1987				
July 1987				
October 1987				

* Place 'NA' if date does not apply, for instance, if the shelter was closed for certain months. Also, indicate if certain categories do not apply to your agency.

Person filling out this information: ______________________________

Please tell us the number of clients served on specific dates. Keep in mind the following definitions.

Adults -- Total count of all persons 18 years or older whether single or a member of a family

Children -- Total count of all persons under 18 years of age whether single individuals or members of a family

Family -- Number of groups of 2 or more persons of any age, related or unrelated by blood or law, who normally live together. Note that the term "family" includes persons reported separately in the "adults" and "children" categories.

	Persons served on-site			Persons vouchered		
	Adults	Children	Families	Adults	Children	Families
June 8, 1985						
June 25, 1985						
August 8, 1985						
August 25, 1985						
October 8, 1985						
October 25, 1985						
Dec. 8, 1985						
Dec. 25, 1985						
Feb. 8, 1986						
Feb. 25, 1986						
April 8, 1986						
April 25, 1986						
June 8, 1986						
June 25, 1986						
August 8, 1986						
August 25, 1986						
October 8, 1986						
October 25, 1986						
Dec. 8, 1986						
Dec. 25, 1986						
Feb. 8, 1987						
Feb. 25, 1987						
April 8, 1987						
April 25, 1987						
June 8, 1987						
June 25, 1987						
August 8, 1987						
August 25, 1987						
October 8, 1987						
October 25, 1987						
Dec. 8, 1987						
Dec. 25, 1987						

APPENDIX D

Expert Survey

EXPERT SURVEY

University of Delaware Homeless Study

INVENTORY OF SERVICE PROVIDERS

Date: ______________________________

Agency: ____________________________

Program Issues

1. What is your program philosophy? the goals of your program?

2. Regarding specific elements of your program ...

   a. type of persons served?

   b. what are eligibility requirements?

   c. requirements to continue service?

   d. is there a time limitation of stay?

   e. what are the array of services provided?

3. Regarding shelter facilities ...

a. bedding capacity on-site:

	Jan 84	Jan 85	Jan 86
individuals			
households/families			

b. do you voucher? yes _____ no _____
c. if yes, where do you voucher? (type of facility)

d. is there a dollar limit per month? yes _____ no _____
e. what is it? ___________________________________

4. How long has this shelter program been in this community?

5. Why and how was the program started? (national org., local efforts)

6. Has the program changed in the last few years? How?

7. Are there plans to change the program during the next year? How?

8. How do you see your role in the community?

Administrative Issues

9. Regarding your program staff ...

   a. # of full-time paid staff: ________
   b. # of part-time paid staff: ________
   c. # of volunteers: ________

10. What is the role of volunteers in this organization?

11. What are the two biggest problems facing this organization?

General Questions

12. Do you feel that the needs for shelter in this area are being satisfied?

13. What would need to be done to satisfy them?

14. Do you feel the homelessness problem in this area is getting bigger or smaller? (on what do you base this?)

15. What do you feel are the major contributing factors to homelessness in this area?

16. What other service providers (to the homeless) are here in this area?

17. Do you feel there are many people in this area who are living with friends or relatives because they cannot find shelter? (on what do you base this?)

APPENDIX E

Tabulations of the Client Survey Data

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS & PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

SELECTED CHARACTERISTICS OF HOMELESS HOUSEHOLDS OR THEIR HEADS
1986

Note: All percentages are for columns. Data is based on 262 households surveyed at emergency shelter agencies or residential programs. Totals may not sum to 262 because respondent did not answer specific questions.

Characteristic	New Castle County (Urban)		Kent/Sussex Counties (Rural)		Total	
	Number	Percent	Number	Percent	Number	Percent
Race of Head of Household						
White	91	55.2	35	50.0	126	53.6
Black	67	40.6	31	44.3	98	41.7
Hispanic	5	3.0	4	5.7	9	3.8
Other	2	1.2	0	0.0	2	0.9
Total heads of households	165	100.0	70	100.0	235	100.0
Sex of Head of Household						
Male	67	39.4	24	32.9	91	37.4
Female	103	60.6	49	67.1	152	62.6
Total heads of households	170	100.0	73	100.0	243	100.0
Age of Head of Household						
Under 20 years	13	7.7	9	12.3	22	9.1
20 - 29 years	75	44.4	25	34.2	100	41.3
30 - 45 years	58	34.3	24	32.9	82	33.9
46 - 60 years	21	12.4	13	17.8	34	14.0
Over 60 years	2	1.2	2	2.7	4	1.7
Total heads of Households	169	100.0	73	100.0	242	100.0
Household Types						
One female, no children present	41	24.3	22	30.1	63	26.0
One male, no children present	62	36.7	22	30.1	84	34.7
Female headed, children <18 present	52	30.8	22	30.1	74	30.6
Male/female couple, no children present	8	4.7	1	1.4	9	3.7
Male/female couple, children <18 present	6	3.6	6	8.2	12	5.0
Total households	169	100.0	73	100.0	242	100.0

Characteristic	New Castle County (Urban)		Kent/Sussex Counties (Rural)		Total	
	Number	Percent	Number	Percent	Number	Percent
Monthly Income of Head of Household						
No income	78	48.4	28	41.8	106	46.5
$1 - $150	5	3.1	5	7.5	10	4.4
$151 - $300	29	18.0	8	11.9	37	16.2
$301 - $450	26	16.1	10	14.9	36	15.8
$451 - $600	12	7.5	5	7.5	17	7.5
$601 - $750	4	2.5	3	4.5	7	3.1
Greater than $750	7	4.3	8	11.9	15	6.6
Total heads of households	161	100.0	67	100.0	228	100.0
Most Recent Employment of Head of Household						
Currently employed	47	28.1	17	23.6	64	26.8
This month	11	6.6	7	9.7	18	7.5
1 - 2 months ago	28	16.8	10	13.9	38	15.9
3 - 5 months ago	17	10.2	5	6.9	22	9.2
6 - 12 months ago	21	12.6	5	6.9	26	10.9
Greater than 1 year ago	41	24.6	21	29.2	62	25.9
Never worked	2	1.2	7	9.7	9	3.8
Total heads of households	167	100.0	72	100.0	239	100.0
Is This First Time Head of House-Hold is Without Housing?						
Yes	112	66.3	36	50.0	148	61.4
No	57	33.7	36	50.0	93	38.6
Total heads of households	169	100.0	72	100.0	241	100.0
How Long Has Head of Household Been Without Shelter This Time?						
Less than 1 week	29	17.9	24	33.3	53	22.6
1 - 3 weeks	28	17.3	15	20.8	43	18.4
1 - 2 months	30	18.5	15	20.8	45	19.2
3 - 5 months	22	13.6	9	12.5	31	13.2
6 - 12 months	14	8.6	3	4.2	17	7.3
Greater than 1 year	39	24.1	6	8.3	45	19.2
Total heads of households	162	100.0	72	100.0	234	100.0

Source: Urban Agent Division
College of Urban Affairs & Public Policy
University of Delaware

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS & PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

SELECTED CHARACTERISTICS OF HOMELESS HOUSEHOLDS OR THEIR HEADS 1986

Note: Data is based on 262 households surveyed at emergency shelter agencies or residential programs. Totals may not sum to 262 because question did not pertain to respondent or answer to question was not provided.

Characteristic of Household or Head of Household	Number	Percent
1. Type of Households		
One female, no children	68	26.2
One male, no children	97	37.3
Male/female couple, no children	9	3.5
Female headed, children <18 present	74	28.5
Male/female couple, children <18 present	12	4.6
Total households	260	100.0
2. Location Where Household Was Surveyed		
New Castle County	171	70.1
Kent or Sussex Counties	73	29.9
Total households	244	100.0
3. Number of Children Head of Household Has (Present and not present)		
No children	82	32.2
One child	47	18.4
Two children	61	23.9
Three children	37	14.5
Four children	13	5.1
Five children	9	3.5
Six children	2	0.8
Seven children	3	1.2
Eight children	1	0.4
Total heads of households	255	100.0
4. Number of Children Present With Head of Household		
No children	176	67.2
One child	30	11.5
Two children	28	10.7
Three children	18	6.9
Four children	7	2.7
Five children	2	0.8
Six children	1	0.4
Total heads of households	262	100.0
5. Sex of Head of Household		
Male	104	39.8
Female	157	60.2
Total Heads of Households	261	100.0
6. Age of Head of Household		
Under 20 years	26	10.0
20 - 29 years	109	42.1
30 - 45 years	86	33.2
46 - 60 years	34	13.1
Over 60 years	4	1.5
Total heads of households	259	100.0
7. Race of Head of Household		
White	135	53.6
Black	106	42.1
Hispanic	9	3.6
Other	2	0.8
Total heads of households	252	100.0
8. Education of Head of Household		
No high school diploma	133	51.0
High school diploma only	68	26.1
Some college	48	18.4
College diploma	12	4.6
Total heads of households	261	100.0
9. Marital Status of Head of Household		
Never married	106	40.8
Married	53	20.4
Separated	41	15.8
Divorced	54	20.8
Widowed	6	2.3
Total heads of households	260	100.0
10. Other Than Those Present With Head of Household, Does Head of Household Have Family In Area?		
Yes	144	56.7
No	110	43.3
Total heads of households	254	100.0
11. Last Time Head of Household Was Employed		
Currently	72	28.0
This month	20	7.8
1 - 2 months ago	42	16.3
3 - 5 months ago	22	8.6
6 - 12 months ago	27	10.5
More than 1 year ago	64	24.9
Never worked	10	3.9
Total heads of households	257	100.0

Characteristic of Household or Head of Household	Number	Percent
12. Type of Most Recent Employment of Head of Household		
Day labor	42	17.1
Permanent full-time	115	46.9
Permanent part-time	46	18.8
Temporary full- or part-time	42	17.1
Total heads of households	245	100.0
13. Of the Heads of Households Not Claiming to Be Employed, Why Was Last Job Lost?		
Job was temporary	25	14.3
Laid off or fired	47	26.9
Quit	21	12.0
Moved	10	5.7
Disabled	8	4.6
Pregnancy	21	12.0
Ill health	16	9.1
Other reasons	27	15.4
Total heads of households	175	100.0
14. Of the Heads of Households Not Claiming to Be Employed, Why Not Working Now? (Values not additive, respondent checked all that applied. N=177)		
Not looking	22	12.4
No work available	45	25.4
No transportation	51	28.8
Don't have needed skills	17	9.6
No day-care available	30	16.9
Disabled	18	10.2
Poor health	20	11.3
Other reason	48	27.1
15. Does Head of Household Have Regular Source of Income?		
Yes	147	56.5
No	113	43.5
Total heads of households	260	100.0
16. Of the Heads of Households Claiming to Have a Regular Source of Income, What is Source? (Values not additive, respondent checked all that applied. N=146)		
From a job	74	50.7
General Assistance	8	5.5
AFDC	39	26.7
Pension	3	2.1
VA Disability	6	4.1
SSI	17	11.6
Unemployment insurance	3	2.1
Other sources	15	10.3

Characteristic of Household or Head of Household	Number	Percent
17. Head of Household's Monthly Income		
No regular income	113	45.9
$1 - $150	10	4.1
$151 - $300	39	15.9
$301 - $450	37	15.0
$451 - $600	20	8.1
$601 - $750	12	4.9
Over $750	15	6.1
Total heads of households	246	100.0
18. How Long Has Head of Household Been in This City?		
Less than 1 month	81	31.4
2 - 11 months	43	16.7
1 - 2 years	19	7.4
3 or more years	66	25.6
Entire life	49	19.0
Total heads of households	258	100.0
19. Of the Heads of Households in City for Less Than 2 Years, Where Did They Come From?		
New Castle County	24	17.6
Sussex County	22	16.2
Kent County	19	14.0
Maryland	9	6.6
Pennsylvania	15	11.0
New Jersey	5	3.7
Other State	42	30.9
Total heads of households	136	100.0
20. Of the Heads of Households in City for Less Than 2 Years, Why Did They Come? (Values not additive, respondent checked all that applied. N=135)		
To get a job	31	23.0
To live close to family	16	11.9
To live close to friends	4	3.0
To get a new start	58	43.0
Other reasons	40	29.6
21. What City or Town Does Head of Household Call Home?		
Location where interviewed	95	37.5
Another city in Delaware	58	22.9
A city outside of Delaware	75	29.6
Don't have a home town	25	9.9
Total heads of households	253	100.0

Characteristic of Household or Head of Household	Number	Percent
22. How Long has Head of Household Been Without A Place to Live?		
Less than 1 week	60	23.8
1 - 3 weeks	49	19.4
1 - 2 months	46	18.3
3 - 5 months	34	13.5
6 - 12 months	17	6.7
More than 1 year	46	18.3
Total heads of households	252	100.0
23. Reason Head of Household Has No Place to Live (Values not additive, respondent checked all that applied. N=255)		
Couldn't pay rent and was evicted	49	19.2
Can't find affordable housing	86	33.7
Last place had no heat	4	1.6
Last place structure unsafe	22	8.6
Spouse or mate abused me	48	18.8
Spouse or mate abused my children	7	2.7
Last place damaged by fire or other disaster	9	3.5
Was travelling and became stranded	12	4.7
Other reason	82	32.2
24. Is This First Time Head of Household Has Been Without a Place To live?		
Yes	161	62.2
No	98	37.8
Total heads of households	259	100.0
25. If Not First Time Without A Place To Live, How Many Times Has Head of Household Been Without A Permanent Residence Over Last Two Years?		
No times	12	13.8
Once	20	23.0
Twice	29	33.3
Three times	12	13.8
Four times	6	6.9
Five times	2	2.3
Six times	6	6.9
Total heads of households	87	100.0
26. Prior To This Time, When Was Previous Time Head of Household Was Without A Permanent Residence?		
Less than 6 months ago	34	35.8
6 - 12 months ago	21	22.1
1 - 2 years ago	21	22.1
More than 2 years ago	19	20.0
Total heads of households	95	100.0

Characteristic of Household or Head of Household	Number	Percent
27. Prior To This Time, How Long Was Head of Household in Need of Shelter?		
Less than 1 week	23	25.3
1 - 3 weeks	17	18.7
1 - 2 months	27	29.7
3 - 6 months	13	14.3
More than 6 months	11	12.1
Total heads of households	91	100.0
28. Before Coming to Shelter, Where Did Head of Household Sleep?		
Outside	16	6.3
Car	23	9.0
Abandoned building	5	2.0
Another shelter	21	8.2
Room paid for by another agency	5	2.0
Single room occupancy facility	13	5.1
At friend's or family's home	102	39.8
Own apartment/house	32	12.5
Other place	39	15.2
Total heads of households	256	100.0
29. Where Does Head of Household Eat Most Meals?		
Soup kitchen or shelter	127	52.9
Restaurant	22	9.2
With friends or family	59	24.6
Other place	32	13.3
Total heads of households	240	100.0
30. Has Head of Household Ever Participated in an Alcoholism or Drug Abuse Treatment Program?		
Yes	64	25.3
No	189	74.7
Total heads of households	253	100.0
31. Has Head of Household Ever Been Treated for Emotional or Mental Health Reasons?		
Yes	67	26.1
No	190	73.9
Total heads of households	257	100.0
32. Has Head of Household Ever Been Hospitalized for Emotional or Mental Health Reasons?		
Yes	40	15.6
No	216	84.4
Total heads of households	256	100.0

Characteristic of Household or Head of Household	Number	Percent
33. Of Those Heads of Households Previously Hospitalized for Emotional or Mental Health Reasons, Number of Times Hospitalized		
Once	13	37.1
Twice	9	25.7
Three times	8	22.9
More than 3 times	5	14.3
Total heads of households	35	100.0
34. Of Those Heads of Households Previously Hospitalized for Emotional or Mental Health Reasons, When Was Most Recent Release?		
This month	2	5.6
1 - 2 months ago	6	16.7
3 - 5 months ago	4	11.1
6 - 12 months ago	2	5.6
More than 1 year ago	22	61.1
Total heads of households	36	100.0
35. Has Head of Household Ever Been Convicted of A Felony?		
Yes	21	8.3
No	232	91.7
Total heads of households	253	100.0
36. Number of Adult Family Members That Usually Live With Head of Household That are Currently Receiving Emergency Shelter Services Through Another Agency or are Living With Friends or Another Family		
No other adults	229	89.5
One adult	19	7.4
Two adults	6	2.3
Three adults	2	0.8
Total heads of households	256	100.0
37. Number of Child Family Members That Usually Live With Head of Household That are Currently Receiving Emergency Shelter Services Through Another Agency or are Living With Friends or Another Family		
No other children	229	89.5
One child	12	4.7
Two children	9	3.5
Three children	3	1.2
Four children	0	0.0
Five children	3	1.2
Total heads of households	256	100.0

DOCUMENTATION FOR VARIABLE LABELS

University of Delaware Homelessness Study

Client Survey

Variable	Description
ADAGE(1-6)	Age of adult(s) 1-6
ADAWAY1	Number of adults who normally live with respondent but not currently present
ADREL(2-6)	Relationship of adults(2-6) to adult1
ADSEX(1-6)	Sex of adult(s) 1-6
AGE1	Age of respondent
AGENCY(1-3)1	Which agencies contacted for help
ALCOHOL1	Has respondent been treated for alcohol/drug abuse
CH12-18	Total number of children ages 12-18
CHAGE(1-6)	Age of children(1-6)
CHAWAY1	Number of children who normally live with respondent but not currently present
CHILDRE1	How many children does respondent have
CHSEX(1-6)	Sex of children(1-6)
CHUND12	Number of children under age 12
COLGRAD1	Is respondent a college graduate
COLLEGE1	Has respondent attended college
CONTACT1	Has respondent contacted agencies for help
COUNTY	County location of shelter facility
EDUCAT1	Level of education achieved
EMOTION1	Has respondent been treated for mental/emotional problems
FAMAREA1	Does respondent have family in the area
FELONY1	Has respondent been convicted of a felony
FIRSTIM1	Is this the first time without housing
HEALTH	Mental health status of respondent
HHTYPE	Type of household unit
HOME1	What city or town is "home" to respondent
HOSPITA1	Has respondent been hospitalized for mental/emotional problems
HOWMANY1	Number of times without housing
HOWMUCH1	Monthly amount of income
HSGRAD1	Is respondent a high school graduate
INCGRP	Categories of income level
INCITY1	How long has respondent been in city or town
INCOME1	Does respondent have source of income
LASTJOB1	When was last job held by respondent
LONPREV1	How long without shelter during previous time
MARITAL1	Marital status of respondent

NOCONTA1	Why has respondent not contacted any agency for help
NOWORK(1-8)1	Reasons why respondent is not currently employed
OUTHOSP1	Most recent hospital release
PROB(1-2)1	Two biggest problems facing respondent other than housing
RACE1	Race of respondent
SEX1	Sex of respondent
SOURCE(1-8)1	Source of income
TIMEHOS1	Number of times respondent has been hospitalized for mental/emotional problems
TOTADULT	Total number of adults in household
TOTCHILD	Total number of children in household
TOTFEM	Total number of female adults in household
TOTMALE	Total number of male adults in household
TYPEJOB1	Type of job most recently held by respondent
WHEPREV1	When was previous time without shelter
WHEREAT1	Where does respondent eat most of meals
WHERFRO1	Location of respondent prior to this city or town
WHESLEP1	Before this shelter, there did respondent sleep
WHYCOM(1-5)1	What reasons brought respondent to this city
WHYLEAV1	Why did respondent leave last job
WHYWO(1-9)1	Reasons given for being without shelter
WIMATE1	Is respondent with spouse or mate at time of interview
WOSHELT1	How long has respondent been without housing

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

RACE OF HEAD OF HOUSEHOLD BY AGE

TABLE OF AGECAT BY RACE1

```
AGECAT(AGE COHORTS)     RACE1

FREQUENCY   |
 PERCENT    |
 ROW PCT    |
 COL PCT    |WHITE    |BLACK    |HISPANIC|OTHER   |  TOTAL
------------+---------+---------+--------+--------+
UNDER 20    |      12 |      13 |      1 |      0 |     26
            |    4.82 |    5.22 |   0.40 |   0.00 |  10.44
            |   46.15 |   50.00 |   3.85 |   0.00 |
            |    8.96 |   12.50 |  11.11 |   0.00 |
------------+---------+---------+--------+--------+
AGE 20- 29  |      58 |      42 |      4 |      2 |    106
            |   23.29 |   16.87 |   1.61 |   0.80 |  42.57
            |   54.72 |   39.62 |   3.77 |   1.89 |
            |   43.28 |   40.38 |  44.44 | 100.00 |
------------+---------+---------+--------+--------+
AGE 30- 45  |      40 |      39 |      3 |      0 |     82
            |   16.06 |   15.66 |   1.20 |   0.00 |  32.93
            |   48.78 |   47.56 |   3.66 |   0.00 |
            |   29.85 |   37.50 |  33.33 |   0.00 |
------------+---------+---------+--------+--------+
AGE 46- 60  |      22 |       8 |      1 |      0 |     31
            |    8.84 |    3.21 |   0.40 |   0.00 |  12.45
            |   70.97 |   25.81 |   3.23 |   0.00 |
            |   16.42 |    7.69 |  11.11 |   0.00 |
------------+---------+---------+--------+--------+
OVER 60     |       2 |       2 |      0 |      0 |      4
            |    0.80 |    0.80 |   0.00 |   0.00 |   1.61
            |   50.00 |   50.00 |   0.00 |   0.00 |
            |    1.49 |    1.92 |   0.00 |   0.00 |
------------+---------+---------+--------+--------+
TOTAL            134       104        9        2      249
               53.82     41.77     3.61     0.80   100.00

FREQUENCY MISSING = 13
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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

SEX OF HEAD OF HOUSEHOLD BY AGE

TABLE OF AGECAT BY SEX1

AGECAT(AGE COHORTS)     SEX1

FREQUENCY   |
 PERCENT    |
 ROW PCT    |
 COL PCT    |MALE    |FEMALE  |  TOTAL
------------+--------+--------+
UNDER 20    |      3 |     23 |     26
            |   1.16 |   8.91 |  10.08
            |  11.54 |  88.46 |
            |   2.91 |  14.84 |
------------+--------+--------+
AGE 20- 29  |     32 |     76 |    108
            |  12.40 |  29.46 |  41.86
            |  29.63 |  70.37 |
            |  31.07 |  49.03 |
------------+--------+--------+
AGE 30- 45  |     42 |     44 |     86
            |  16.28 |  17.05 |  33.33
            |  48.84 |  51.16 |
            |  40.78 |  28.39 |
------------+--------+--------+
AGE 46- 60  |     22 |     12 |     34
            |   8.53 |   4.65 |  13.18
            |  64.71 |  35.29 |
            |  21.36 |   7.74 |
------------+--------+--------+
OVER 60     |      4 |      0 |      4
            |   1.55 |   0.00 |   1.55
            | 100.00 |   0.00 |
            |   3.88 |   0.00 |
------------+--------+--------+
TOTAL            103      155      258
               39.92    60.08   100.00

FREQUENCY MISSING = 4
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HOMELESSNESS IN DELAWARE

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CLIENT SURVEY, 1986

SEX OF HEAD OF HOUSEHOLD BY RACE

TABLE OF RACE1 BY SEX1

```
RACE1     SEX1

FREQUENCY|
 PERCENT |
 ROW PCT |
 COL PCT |MALE    |FEMALE  |  TOTAL
---------+--------+--------+
WHITE    |     54 |     80 |    134
         |  21.51 |  31.87 |  53.39
         |  40.30 |  59.70 |
         |  55.10 |  52.29 |
---------+--------+--------+
BLACK    |     41 |     65 |    106
         |  16.33 |  25.90 |  42.23
         |  38.68 |  61.32 |
         |  41.84 |  42.48 |
---------+--------+--------+
HISPANIC |      2 |      7 |      9
         |   0.80 |   2.79 |   3.59
         |  22.22 |  77.78 |
         |   2.04 |   4.58 |
---------+--------+--------+
OTHER    |      1 |      1 |      2
         |   0.40 |   0.40 |   0.80
         |  50.00 |  50.00 |
         |   1.02 |   0.65 |
---------+--------+--------+
TOTAL          98      153      251
            39.04    60.96   100.00

FREQUENCY MISSING = 11
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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
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AND THE SALVATION ARMY

CLIENT SURVEY, 1986

IF HOUSEHOLD HAS BEEN PREVIOUSLY HOMELESS
BY AGE OF HOUSEHOLD HEAD
__________________________________________

TABLE OF AGECAT BY FIRSTIM1

AGECAT(AGE COHORTS)
           FIRSTIM1(IS THIS FIRST TIME WO/HOUSING)

FREQUENCY  |
 PERCENT   |
 ROW PCT   |
 COL PCT   |YES     |NO      |  TOTAL
-----------+--------+--------+
UNDER 20   |     18 |      8 |     26
           |   7.03 |   3.13 |  10.16
           |  69.23 |  30.77 |
           |  11.39 |   8.16 |
-----------+--------+--------+
AGE 20- 29 |     70 |     38 |    108
           |  27.34 |  14.84 |  42.19
           |  64.81 |  35.19 |
           |  44.30 |  38.78 |
-----------+--------+--------+
AGE 30- 45 |     48 |     37 |     85
           |  18.75 |  14.45 |  33.20
           |  56.47 |  43.53 |
           |  30.38 |  37.76 |
-----------+--------+--------+
AGE 46- 60 |     20 |     13 |     33
           |   7.81 |   5.08 |  12.89
           |  60.61 |  39.39 |
           |  12.66 |  13.27 |
-----------+--------+--------+
OVER 60    |      2 |      2 |      4
           |   0.78 |   0.78 |   1.56
           |  50.00 |  50.00 |
           |   1.27 |   2.04 |
-----------+--------+--------+
TOTAL           158       98      256
              61.72    38.28   100.00

FREQUENCY MISSING = 6
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HOMELESSNESS IN DELAWARE

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CLIENT SURVEY, 1986

INCOME OF HOUSEHOLD BY AGE OF HOUSEHOLD HEAD

TABLE OF AGECAT BY INCGRP

AGECAT(AGE COHORTS)     INCGRP(INCOME GROUPS)

FREQUENCY   |
 PERCENT    |
 ROW PCT    |
 COL PCT    |NO INCOM|UNDER   |151-300/|301-450/|451-600/|601-750/|OVER 750|  TOTAL
            |E       |150/MO  |MO      |MO      |MO      |MO      |/MO     |
------------+--------+--------+--------+--------+--------+--------+--------+
UNDER 20    |     17 |      0 |      6 |      1 |      0 |      1 |      0 |     25
            |   7.00 |   0.00 |   2.47 |   0.41 |   0.00 |   0.41 |   0.00 |  10.29
            |  68.00 |   0.00 |  24.00 |   4.00 |   0.00 |   4.00 |   0.00 |
            |  15.18 |   0.00 |  15.38 |   2.78 |   0.00 |   8.33 |   0.00 |
------------+--------+--------+--------+--------+--------+--------+--------+
AGE 20- 29  |     39 |      7 |     21 |     17 |      7 |      6 |      6 |    103
            |  16.05 |   2.88 |   8.64 |   7.00 |   2.88 |   2.47 |   2.47 |  42.39
            |  37.86 |   6.80 |  20.39 |  16.50 |   6.80 |   5.83 |   5.83 |
            |  34.82 |  70.00 |  53.85 |  47.22 |  36.84 |  50.00 |  40.00 |
------------+--------+--------+--------+--------+--------+--------+--------+
AGE 30- 45  |     33 |      3 |      9 |     10 |     12 |      4 |      8 |     79
            |  13.58 |   1.23 |   3.70 |   4.12 |   4.94 |   1.65 |   3.29 |  32.51
            |  41.77 |   3.80 |  11.39 |  12.66 |  15.19 |   5.06 |  10.13 |
            |  29.46 |  30.00 |  23.08 |  27.78 |  63.16 |  33.33 |  53.33 |
------------+--------+--------+--------+--------+--------+--------+--------+
AGE 46- 60  |     22 |      0 |      1 |      7 |      0 |      1 |      1 |     32
            |   9.05 |   0.00 |   0.41 |   2.88 |   0.00 |   0.41 |   0.41 |  13.17
            |  68.75 |   0.00 |   3.13 |  21.88 |   0.00 |   3.13 |   3.13 |
            |  19.64 |   0.00 |   2.56 |  19.44 |   0.00 |   8.33 |   6.67 |
------------+--------+--------+--------+--------+--------+--------+--------+
OVER 60     |      1 |      0 |      2 |      1 |      0 |      0 |      0 |      4
            |   0.41 |   0.00 |   0.82 |   0.41 |   0.00 |   0.00 |   0.00 |   1.65
            |  25.00 |   0.00 |  50.00 |  25.00 |   0.00 |   0.00 |   0.00 |
            |   0.89 |   0.00 |   5.13 |   2.78 |   0.00 |   0.00 |   0.00 |
------------+--------+--------+--------+--------+--------+--------+--------+
TOTAL            112       10       39       36       19       12       15      243
               46.09     4.12    16.05    14.81     7.82     4.94     6.17   100.00

FREQUENCY MISSING = 19
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HOMELESSNESS IN DELAWARE

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CLIENT SURVEY, 1986

MOST RECENT JOB OF HEAD OF HOUSEHOLD BY AGE

TABLE OF AGECAT BY LASTJOB1

AGECAT(AGE COHORTS)     LASTJOB1(WHEN WAS LAST JOB HELD BY R)

FREQUENCY |
 PERCENT  |
 ROW PCT  |
 COL PCT  |EMPLOYED|THIS MON|1-2 MOS |3-5 MOS |6-12 MOS|>1 YR AG|NEVER WO|DK      |  TOTAL
          |        |TH      |AGO     |AGO     | AGO    |O       |RKED    |        |
----------+--------+--------+--------+--------+--------+--------+--------+--------+
UNDER 20  |      2 |      3 |      4 |      4 |      2 |      5 |      6 |      0 |     26
          |   0.78 |   1.17 |   1.56 |   1.56 |   0.78 |   1.95 |   2.33 |   0.00 |  10.12
          |   7.69 |  11.54 |  15.38 |  15.38 |   7.69 |  19.23 |  23.08 |   0.00 |
          |   2.82 |  15.00 |   9.76 |  18.18 |   7.41 |   7.81 |  66.67 |   0.00 |
----------+--------+--------+--------+--------+--------+--------+--------+--------+
AGE 20- 29|     35 |      8 |     18 |     10 |     12 |     21 |      2 |      2 |    108
          |  13.62 |   3.11 |   7.00 |   3.89 |   4.67 |   8.17 |   0.78 |   0.78 |  42.02
          |  32.41 |   7.41 |  16.67 |   9.26 |  11.11 |  19.44 |   1.85 |   1.85 |
          |  49.30 |  40.00 |  43.90 |  45.45 |  44.44 |  32.81 |  22.22 |  66.67 |
----------+--------+--------+--------+--------+--------+--------+--------+--------+
AGE 30- 45|     25 |      6 |     15 |      4 |      9 |     25 |      0 |      1 |     85
          |   9.73 |   2.33 |   5.84 |   1.56 |   3.50 |   9.73 |   0.00 |   0.39 |  33.07
          |  29.41 |   7.06 |  17.65 |   4.71 |  10.59 |  29.41 |   0.00 |   1.18 |
          |  35.21 |  30.00 |  36.59 |  18.18 |  33.33 |  39.06 |   0.00 |  33.33 |
----------+--------+--------+--------+--------+--------+--------+--------+--------+
AGE 46- 60|      8 |      3 |      4 |      3 |      4 |     11 |      1 |      0 |     34
          |   3.11 |   1.17 |   1.56 |   1.17 |   1.56 |   4.28 |   0.39 |   0.00 |  13.23
          |  23.53 |   8.82 |  11.76 |   8.82 |  11.76 |  32.35 |   2.94 |   0.00 |
          |  11.27 |  15.00 |   9.76 |  13.64 |  14.81 |  17.19 |  11.11 |   0.00 |
----------+--------+--------+--------+--------+--------+--------+--------+--------+
OVER 60   |      1 |      0 |      0 |      1 |      0 |      2 |      0 |      0 |      4
          |   0.39 |   0.00 |   0.00 |   0.39 |   0.00 |   0.78 |   0.00 |   0.00 |   1.56
          |  25.00 |   0.00 |   0.00 |  25.00 |   0.00 |  50.00 |   0.00 |   0.00 |
          |   1.41 |   0.00 |   0.00 |   4.55 |   0.00 |   3.13 |   0.00 |   0.00 |
----------+--------+--------+--------+--------+--------+--------+--------+--------+
TOTAL           71       20       41       22       27       64        9        3      257
             27.63     7.78    15.95     8.56    10.51    24.90     3.50     1.17   100.00

FREQUENCY MISSING = 5
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HOMELESSNESS IN DELAWARE

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AND THE SALVATION ARMY

CLIENT SURVEY, 1986

LENGTH OF TIME HOUSEHOLD HAS BEEN HOMELESS
BY AGE OF HOUSEHOLD HEAD

TABLE OF AGECAT BY WOSHELT1

AGECAT(AGE COHORTS)     WOSHELT1(HOW LONG HAS R BEEN WO/HOUSING)

FREQUENCY       |
 PERCENT        |
 ROW PCT        |
 COL PCT        |< 1 WEEK|1-3 WEEK|1-2 MOS |3-5 MOS |6-12 MOS|> 1 YEAR|DK      |
                |        |S       |        |        |        |        |        |  TOTAL
----------------+--------+--------+--------+--------+--------+--------+--------+
UNDER 20        |       9|       4|       4|       6|       0|       3|       0|     26
                |    3.54|    1.57|    1.57|    2.36|    0.00|    1.18|    0.00|  10.24
                |   34.62|   15.38|   15.38|   23.08|    0.00|   11.54|    0.00|
                |   15.25|    8.33|    8.70|   17.65|    0.00|    6.67|    0.00|
----------------+--------+--------+--------+--------+--------+--------+--------+
AGE 20- 29      |      27|      22|      24|      12|      11|       9|       1|    106
                |   10.63|    8.66|    9.45|    4.72|    4.33|    3.54|    0.39|  41.73
                |   25.47|   20.75|   22.64|   11.32|   10.38|    8.49|    0.94|
                |   45.76|   45.83|   52.17|   35.29|   64.71|   20.00|   20.00|
----------------+--------+--------+--------+--------+--------+--------+--------+
AGE 30- 45      |      17|      19|      13|       8|       4|      22|       3|     86
                |    6.69|    7.48|    5.12|    3.15|    1.57|    8.66|    1.18|  33.86
                |   19.77|   22.09|   15.12|    9.30|    4.65|   25.58|    3.49|
                |   28.81|   39.58|   28.26|   23.53|   23.53|   48.89|   60.00|
----------------+--------+--------+--------+--------+--------+--------+--------+
AGE 46- 60      |       5|       3|       5|       6|       2|      11|       0|     32
                |    1.97|    1.18|    1.97|    2.36|    0.79|    4.33|    0.00|  12.60
                |   15.63|    9.38|   15.63|   18.75|    6.25|   34.38|    0.00|
                |    8.47|    6.25|   10.87|   17.65|   11.76|   24.44|    0.00|
----------------+--------+--------+--------+--------+--------+--------+--------+
OVER 60         |       1|       0|       0|       2|       0|       0|       1|      4
                |    0.39|    0.00|    0.00|    0.79|    0.00|    0.00|    0.39|   1.57
                |   25.00|    0.00|    0.00|   50.00|    0.00|    0.00|   25.00|
                |    1.69|    0.00|    0.00|    5.88|    0.00|    0.00|   20.00|
----------------+--------+--------+--------+--------+--------+--------+--------+
TOTAL                  59       48       46       34       17       45        5     254
                    23.23    18.90    18.11    13.39     6.69    17.72     1.97  100.00

FREQUENCY MISSING = 8
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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

MENTAL HEALTH STATUS OF HEAD OF HOUSEHOLD BY AGE

TABLE OF AGECAT BY HEALTH

AGECAT(AGE COHORTS)   HEALTH(MENTAL HEALTH STATUS)

FREQUENCY PERCENT ROW PCT COL PCT		SUBST AB USE ONLY	EMOT PRO BS ONLY	HOSPIT O NLY	SUBST/EM OT PROBS	SUBST & HOSPIT	NO TREAT MENT	TOTAL
UNDER 20		1	3	1	1	1	19	26
		0.40	1.21	0.40	0.40	0.40	7.69	10.53
		3.85	11.54	3.85	3.85	3.85	73.08	
		2.44	15.79	5.00	20.00	5.56	13.19	
AGE 20- 29		9	9	8	3	7	64	100
		3.64	3.64	3.24	1.21	2.83	25.91	40.49
		9.00	9.00	8.00	3.00	7.00	64.00	
		21.95	47.37	40.00	60.00	38.89	44.44	
AGE 30- 45		16	5	7	1	7	47	83
		6.48	2.02	2.83	0.40	2.83	19.03	33.60
		19.28	6.02	8.43	1.20	8.43	56.63	
		39.02	26.32	35.00	20.00	38.89	32.64	
AGE 46- 60		13	2	4	0	3	12	34
		5.26	0.81	1.62	0.00	1.21	4.86	13.77
		38.24	5.88	11.76	0.00	8.82	35.29	
		31.71	10.53	20.00	0.00	16.67	8.33	
OVER 60		2	0	0	0	0	2	4
		0.81	0.00	0.00	0.00	0.00	0.81	1.62
		50.00	0.00	0.00	0.00	0.00	50.00	
		4.88	0.00	0.00	0.00	0.00	1.39	
TOTAL		41	19	20	5	18	144	247
		16.60	7.69	8.10	2.02	7.29	58.30	100.00

FREQUENCY MISSING = 15

KEY (Discrete categories)

SUBST ABUSE ONLY	Treated for substance abuse
EMOT PROBS ONLY	Treated for emotional/ mental problems
HOSPIT ONLY	Hospitalized for emotional/ mental problems
SUBST/EMOT PROBS	Treated for both substance abuse and emotion/mental problems
SUBST & HOSPIT	Treated for substance abuse and hospitalized for emotional/mental problems
NO TREATMENT	No treatment for either substance abuse or emotional/mental problems

HOMELESSNESS IN DELAWARE

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RACE OF HEAD OF HOUSEHOLD BY HOUSEHOLD TYPE

```
TABLE OF HHTYPE BY RACE1

HHTYPE(HOUSEHOLD TYPE)     RACE1

FREQUENCY        |
 PERCENT         |
 ROW PCT         |
 COL PCT         |WHITE   |BLACK   |HISPANIC|OTHER   |  TOTAL
-----------------+--------+--------+--------+--------+
SING F W/KIDS    |     31 |     37 |      2 |      0 |     70
                 |  12.40 |  14.80 |   0.80 |   0.00 |  28.00
                 |  44.29 |  52.86 |   2.86 |   0.00 |
                 |  23.13 |  35.24 |  22.22 |   0.00 |
-----------------+--------+--------+--------+--------+
M-F              |      5 |      3 |      1 |      0 |      9
                 |   2.00 |   1.20 |   0.40 |   0.00 |   3.60
                 |  55.56 |  33.33 |  11.11 |   0.00 |
                 |   3.73 |   2.86 |  11.11 |   0.00 |
-----------------+--------+--------+--------+--------+
M-F W/KIDS       |      6 |      3 |      3 |      0 |     12
                 |   2.40 |   1.20 |   1.20 |   0.00 |   4.80
                 |  50.00 |  25.00 |  25.00 |   0.00 |
                 |   4.48 |   2.86 |  33.33 |   0.00 |
-----------------+--------+--------+--------+--------+
SING M           |     51 |     38 |      1 |      1 |     91
                 |  20.40 |  15.20 |   0.40 |   0.40 |  36.40
                 |  56.04 |  41.76 |   1.10 |   1.10 |
                 |  38.06 |  36.19 |  11.11 |  50.00 |
-----------------+--------+--------+--------+--------+
SING F           |     41 |     24 |      2 |      1 |     68
                 |  16.40 |   9.60 |   0.80 |   0.40 |  27.20
                 |  60.29 |  35.29 |   2.94 |   1.47 |
                 |  30.60 |  22.86 |  22.22 |  50.00 |
-----------------+--------+--------+--------+--------+
TOTAL                 134      105        9        2      250
                    53.60    42.00     3.60     0.80   100.00

FREQUENCY MISSING = 12
```

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
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AGE OF HEAD OF HOUSEHOLD BY HOUSEHOLD TYPE

```
TABLE OF HHTYPE BY AGECAT

HHTYPE(HOUSEHOLD TYPE)     AGECAT(AGE COHORTS)

FREQUENCY       |
 PERCENT        |
 ROW PCT        |
 COL PCT        |UNDER 20|AGE 20- |AGE 30- |AGE 46- |OVER 60 |  TOTAL
                |        |29      |45      |60      |        |
----------------+--------+--------+--------+--------+--------+
SING F W/KIDS   |      9 |     42 |     22 |      0 |      0 |     73
                |   3.50 |  16.34 |   8.56 |   0.00 |   0.00 |  28.40
                |  12.33 |  57.53 |  30.14 |   0.00 |   0.00 |
                |  34.62 |  39.25 |  25.58 |   0.00 |   0.00 |
----------------+--------+--------+--------+--------+--------+
M-F             |      0 |      6 |      3 |      0 |      0 |      9
                |   0.00 |   2.33 |   1.17 |   0.00 |   0.00 |   3.50
                |   0.00 |  66.67 |  33.33 |   0.00 |   0.00 |
                |   0.00 |   5.61 |   3.49 |   0.00 |   0.00 |
----------------+--------+--------+--------+--------+--------+
M-F W/KIDS      |      1 |      5 |      5 |      1 |      0 |     12
                |   0.39 |   1.95 |   1.95 |   0.39 |   0.00 |   4.67
                |   8.33 |  41.67 |  41.67 |   8.33 |   0.00 |
                |   3.85 |   4.67 |   5.81 |   2.94 |   0.00 |
----------------+--------+--------+--------+--------+--------+
SING M          |      3 |     28 |     39 |     22 |      4 |     96
                |   1.17 |  10.89 |  15.18 |   8.56 |   1.56 |  37.35
                |   3.13 |  29.17 |  40.63 |  22.92 |   4.17 |
                |  11.54 |  26.17 |  45.35 |  64.71 | 100.00 |
----------------+--------+--------+--------+--------+--------+
SING F          |     13 |     26 |     17 |     11 |      0 |     67
                |   5.06 |  10.12 |   6.61 |   4.28 |   0.00 |  26.07
                |  19.40 |  38.81 |  25.37 |  16.42 |   0.00 |
                |  50.00 |  24.30 |  19.77 |  32.35 |   0.00 |
----------------+--------+--------+--------+--------+--------+
TOTAL                 26      107       86       34        4      257
                   10.12    41.63    33.46    13.23     1.56   100.00

FREQUENCY MISSING = 5
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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
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CLIENT SURVEY, 1986

LEVEL OF EDUCATION OF HEAD OF HOUSEHOLD BY HOUSEHOLD TYPE

```
TABLE OF HHTYPE BY EDUCAT1

HHTYPE(HOUSEHOLD TYPE)     EDUCAT1(LEVEL OF EDUCATION)

FREQUENCY         |
 PERCENT          |
 ROW PCT          |
 COL PCT          |NON HS  |HS GRAD |SOME COL|COLLEGE |
                  |GRAD    |        |LEGE    |GRAD    |  TOTAL
------------------+--------+--------+--------+--------+
SING F W/KIDS     |     35 |     22 |     16 |      1 |     74
                  |  13.51 |   8.49 |   6.18 |   0.39 |  28.57
                  |  47.30 |  29.73 |  21.62 |   1.35 |
                  |  26.32 |  32.35 |  34.78 |   8.33 |
------------------+--------+--------+--------+--------+
M-F               |      1 |      4 |      3 |      1 |      9
                  |   0.39 |   1.54 |   1.16 |   0.39 |   3.47
                  |  11.11 |  44.44 |  33.33 |  11.11 |
                  |   0.75 |   5.88 |   6.52 |   8.33 |
------------------+--------+--------+--------+--------+
M-F W/KIDS        |      9 |      1 |      1 |      0 |     11
                  |   3.47 |   0.39 |   0.39 |   0.00 |   4.25
                  |  81.82 |   9.09 |   9.09 |   0.00 |
                  |   6.77 |   1.47 |   2.17 |   0.00 |
------------------+--------+--------+--------+--------+
SING M            |     52 |     22 |     16 |      7 |     97
                  |  20.08 |   8.49 |   6.18 |   2.70 |  37.45
                  |  53.61 |  22.68 |  16.49 |   7.22 |
                  |  39.10 |  32.35 |  34.78 |  58.33 |
------------------+--------+--------+--------+--------+
SING F            |     36 |     19 |     10 |      3 |     68
                  |  13.90 |   7.34 |   3.86 |   1.16 |  26.25
                  |  52.94 |  27.94 |  14.71 |   4.41 |
                  |  27.07 |  27.94 |  21.74 |  25.00 |
------------------+--------+--------+--------+--------+
TOTAL                  133       68       46       12      259
                     51.35    26.25    17.76     4.63   100.00

FREQUENCY MISSING = 3
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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
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INCOME OF HOUSEHOLD BY HOUSEHOLD TYPE

TABLE OF HHTYPE BY INCGRP

HHTYPE(HOUSEHOLD TYPE)     INCGRP(INCOME GROUPS)

FREQUENCY       |
 PERCENT        |
 ROW PCT        |
 COL PCT        |NO INCOM|UNDER   |151-300/|301-450/|451-600/|601-750/|OVER 750|
                |E       |150/MO  |MO      |MO      |MO      |MO      |/MO     |  TOTAL
----------------+--------+--------+--------+--------+--------+--------+--------+
SING F W/KIDS   |      19|       1|      24|      12|       8|       5|       4|     73
                |    7.79|    0.41|    9.84|    4.92|    3.28|    2.05|    1.64|  29.92
                |   26.03|    1.37|   32.88|   16.44|   10.96|    6.85|    5.48|
                |   16.96|   10.00|   61.54|   33.33|   40.00|   41.67|   26.67|
----------------+--------+--------+--------+--------+--------+--------+--------+
M-F             |       3|       0|       2|       3|       0|       0|       1|      9
                |    1.23|    0.00|    0.82|    1.23|    0.00|    0.00|    0.41|   3.69
                |   33.33|    0.00|   22.22|   33.33|    0.00|    0.00|   11.11|
                |    2.68|    0.00|    5.13|    8.33|    0.00|    0.00|    6.67|
----------------+--------+--------+--------+--------+--------+--------+--------+
M-F W/KIDS      |       2|       1|       2|       1|       2|       0|       3|     11
                |    0.82|    0.41|    0.82|    0.41|    0.82|    0.00|    1.23|   4.51
                |   18.18|    9.09|   18.18|    9.09|   18.18|    0.00|   27.27|
                |    1.79|   10.00|    5.13|    2.78|   10.00|    0.00|   20.00|
----------------+--------+--------+--------+--------+--------+--------+--------+
SING M          |      54|       2|       5|      10|       8|       4|       5|     88
                |   22.13|    0.82|    2.05|    4.10|    3.28|    1.64|    2.05|  36.07
                |   61.36|    2.27|    5.68|   11.36|    9.09|    4.55|    5.68|
                |   48.21|   20.00|   12.82|   27.78|   40.00|   33.33|   33.33|
----------------+--------+--------+--------+--------+--------+--------+--------+
SING F          |      34|       6|       6|      10|       2|       3|       2|     63
                |   13.93|    2.46|    2.46|    4.10|    0.82|    1.23|    0.82|  25.82
                |   53.97|    9.52|    9.52|   15.87|    3.17|    4.76|    3.17|
                |   30.36|   60.00|   15.38|   27.78|   10.00|   25.00|   13.33|
----------------+--------+--------+--------+--------+--------+--------+--------+
TOTAL                112       10       39       36       20       12       15      244
                   45.90     4.10    15.98    14.75     8.20     4.92     6.15   100.00

FREQUENCY MISSING = 18
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HOMELESSNESS IN DELAWARE

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MOST RECENT JOB OF HEAD OF HOUSEHOLD BY HOUSEHOLD TYPE

TABLE OF HHTYPE BY LASTJOB1

HHTYPE(HOUSEHOLD TYPE)     LASTJOB1(WHEN WAS LAST JOB HELD BY R)

FREQUENCY      |
 PERCENT       |
 ROW PCT       |
 COL PCT       |EMPLOYED|THIS MON|1-2 MOS |3-5 MOS |6-12 MOS|>1 YR AG|NEVER WO|DK      |
               |        |TH      |AGO     |AGO     | AGO    |O       |RKED    |        |  TOTAL
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
SING F W/KIDS  |     20 |      3 |     11 |      7 |      4 |     24 |      5 |      0 |     74
               |   7.75 |   1.16 |   4.26 |   2.71 |   1.55 |   9.30 |   1.94 |   0.00 |  28.68
               |  27.03 |   4.05 |  14.86 |   9.46 |   5.41 |  32.43 |   6.76 |   0.00 |
               |  28.17 |  15.00 |  26.19 |  31.82 |  15.38 |  37.50 |  50.00 |   0.00 |
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
M-F            |      3 |      3 |      0 |      0 |      2 |      1 |      0 |      0 |      9
               |   1.16 |   1.16 |   0.00 |   0.00 |   0.78 |   0.39 |   0.00 |   0.00 |   3.49
               |  33.33 |  33.33 |   0.00 |   0.00 |  22.22 |  11.11 |   0.00 |   0.00 |
               |   4.23 |  15.00 |   0.00 |   0.00 |   7.69 |   1.56 |   0.00 |   0.00 |
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
M-F W/KIDS     |      3 |      1 |      0 |      0 |      2 |      5 |      0 |      0 |     11
               |   1.16 |   0.39 |   0.00 |   0.00 |   0.78 |   1.94 |   0.00 |   0.00 |   4.26
               |  27.27 |   9.09 |   0.00 |   0.00 |  18.18 |  45.45 |   0.00 |   0.00 |
               |   4.23 |   5.00 |   0.00 |   0.00 |   7.69 |   7.81 |   0.00 |   0.00 |
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
SING M         |     29 |      7 |     18 |     11 |      8 |     21 |      1 |      2 |     97
               |  11.24 |   2.71 |   6.98 |   4.26 |   3.10 |   8.14 |   0.39 |   0.78 |  37.60
               |  29.90 |   7.22 |  18.56 |  11.34 |   8.25 |  21.65 |   1.03 |   2.06 |
               |  40.85 |  35.00 |  42.86 |  50.00 |  30.77 |  32.81 |  10.00 |  66.67 |
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
SING F         |     16 |      6 |     13 |      4 |     10 |     13 |      4 |      1 |     67
               |   6.20 |   2.33 |   5.04 |   1.55 |   3.88 |   5.04 |   1.55 |   0.39 |  25.97
               |  23.88 |   8.96 |  19.40 |   5.97 |  14.93 |  19.40 |   5.97 |   1.49 |
               |  22.54 |  30.00 |  30.95 |  18.18 |  38.46 |  20.31 |  40.00 |  33.33 |
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
TOTAL                71       20       42       22       26       64       10        3      258
                  27.52     7.75    16.28     8.53    10.08    24.81     3.88     1.16   100.00

FREQUENCY MISSING = 4
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HOMELESSNESS IN DELAWARE

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CLIENT SURVEY, 1986

LENGTH OF TIME HOUSEHOLD HAS BEEN HOMELESS BY HOUSEHOLD TYPE

```
TABLE OF HHTYPE BY WOSHELT1

HHTYPE(HOUSEHOLD TYPE)     WOSHELT1(HOW LONG HAS R BEEN WO/HOUSING)

FREQUENCY       |
 PERCENT        |
 ROW PCT        |
 COL PCT        |< 1 WEEK|1-3 WEEK|1-2 MOS |3-5 MOS |6-12 MOS|> 1 YEAR|DK      |
                |        |S       |        |        |        |        |        |  TOTAL
----------------+--------+--------+--------+--------+--------+--------+--------+
SING F W/KIDS   |     25 |     17 |     17 |      6 |      5 |      4 |      0 |     74
                |   9.80 |   6.67 |   6.67 |   2.35 |   1.96 |   1.57 |   0.00 |  29.02
                |  33.78 |  22.97 |  22.97 |   8.11 |   6.76 |   5.41 |   0.00 |
                |  42.37 |  34.69 |  37.78 |  17.65 |  29.41 |   8.70 |   0.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
M-F             |      1 |      4 |      2 |      0 |      2 |      0 |      0 |      9
                |   0.39 |   1.57 |   0.78 |   0.00 |   0.78 |   0.00 |   0.00 |   3.53
                |  11.11 |  44.44 |  22.22 |   0.00 |  22.22 |   0.00 |   0.00 |
                |   1.69 |   8.16 |   4.44 |   0.00 |  11.76 |   0.00 |   0.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
M-F W/KIDS      |      2 |      2 |      2 |      3 |      2 |      1 |      0 |     12
                |   0.78 |   0.78 |   0.78 |   1.18 |   0.78 |   0.39 |   0.00 |   4.71
                |  16.67 |  16.67 |  16.67 |  25.00 |  16.67 |   8.33 |   0.00 |
                |   3.39 |   4.08 |   4.44 |   8.82 |  11.76 |   2.17 |   0.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
SING M          |     16 |     16 |     12 |     14 |      4 |     28 |      5 |     95
                |   6.27 |   6.27 |   4.71 |   5.49 |   1.57 |  10.98 |   1.96 |  37.25
                |  16.84 |  16.84 |  12.63 |  14.74 |   4.21 |  29.47 |   5.26 |
                |  27.12 |  32.65 |  26.67 |  41.18 |  23.53 |  60.87 | 100.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
SING F          |     15 |     10 |     12 |     11 |      4 |     13 |      0 |     65
                |   5.88 |   3.92 |   4.71 |   4.31 |   1.57 |   5.10 |   0.00 |  25.49
                |  23.08 |  15.38 |  18.46 |  16.92 |   6.15 |  20.00 |   0.00 |
                |  25.42 |  20.41 |  26.67 |  32.35 |  23.53 |  28.26 |   0.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
TOTAL                 59       49       45       34       17       46        5      255
                   23.14    19.22    17.65    13.33     6.67    18.04     1.96   100.00

FREQUENCY MISSING = 7
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HOMELESSNESS IN DELAWARE

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IF HOUSEHOLD HAS BEEN PREVIOUSLY HOMELESS BY HOUSEHOLD TYPE

TABLE OF HHTYPE BY FIRSTIM1

HHTYPE(HOUSEHOLD TYPE)     FIRSTIM1(IS THIS FIRST TIME WO/HOUSING)

FREQUENCY        |
 PERCENT         |
 ROW PCT         |
 COL PCT         |YES     |NO      |  TOTAL
-----------------+--------+--------+
SING F W/KIDS    |     48 |     25 |     73
                 |  18.68 |   9.73 |  28.40
                 |  65.75 |  34.25 |
                 |  30.19 |  25.51 |
-----------------+--------+--------+
M-F              |      7 |      2 |      9
                 |   2.72 |   0.78 |   3.50
                 |  77.78 |  22.22 |
                 |   4.40 |   2.04 |
-----------------+--------+--------+
M-F W/KIDS       |      4 |      8 |     12
                 |   1.56 |   3.11 |   4.67
                 |  33.33 |  66.67 |
                 |   2.52 |   8.16 |
-----------------+--------+--------+
SING M           |     62 |     34 |     96
                 |  24.12 |  13.23 |  37.35
                 |  64.58 |  35.42 |
                 |  38.99 |  34.69 |
-----------------+--------+--------+
SING F           |     38 |     29 |     67
                 |  14.79 |  11.28 |  26.07
                 |  56.72 |  43.28 |
                 |  23.90 |  29.59 |
-----------------+--------+--------+
TOTAL                 159       98      257
                    61.87    38.13   100.00

FREQUENCY MISSING = 5
```

```
HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

MENTAL HEALTH STATUS OF HEAD OF HOUSEHOLD BY HOUSEHOLD TYPE

TABLE OF HHTYPE BY HEALTH

HHTYPE(HOUSEHOLD TYPE)     HEALTH( MENTAL HEALTH STATUS)

FREQUENCY       |
 PERCENT        |
 ROW PCT        |
 COL PCT        |SUBST AB|EMOT PRO|HOSPIT O|SUBST/EM|SUBST & |NO TREAT|
                |USE ONLY|BS ONLY |NLY     |OT PROBS|HOSPIT  |MENT    |  TOTAL
----------------+--------+--------+--------+--------+--------+--------+
SING F W/KIDS   |      4 |      4 |      0 |      2 |      3 |     59 |     72
                |   1.61 |   1.61 |   0.00 |   0.81 |   1.21 |  23.79 |  29.03
                |   5.56 |   5.56 |   0.00 |   2.78 |   4.17 |  81.94 |
                |  10.00 |  21.05 |   0.00 |  40.00 |  16.67 |  40.41 |
----------------+--------+--------+--------+--------+--------+--------+
M-F             |      0 |      0 |      2 |      0 |      1 |      6 |      9
                |   0.00 |   0.00 |   0.81 |   0.00 |   0.40 |   2.42 |   3.63
                |   0.00 |   0.00 |  22.22 |   0.00 |  11.11 |  66.67 |
                |   0.00 |   0.00 |  10.00 |   0.00 |   5.56 |   4.11 |
----------------+--------+--------+--------+--------+--------+--------+
M-F W/KIDS      |      2 |      1 |      1 |      0 |      0 |      8 |     12
                |   0.81 |   0.40 |   0.40 |   0.00 |   0.00 |   3.23 |   4.84
                |  16.67 |   8.33 |   8.33 |   0.00 |   0.00 |  66.67 |
                |   5.00 |   5.26 |   5.00 |   0.00 |   0.00 |   5.48 |
----------------+--------+--------+--------+--------+--------+--------+
SING M          |     26 |      4 |      8 |      2 |      8 |     43 |     91
                |  10.48 |   1.61 |   3.23 |   0.81 |   3.23 |  17.34 |  36.69
                |  28.57 |   4.40 |   8.79 |   2.20 |   8.79 |  47.25 |
                |  65.00 |  21.05 |  40.00 |  40.00 |  44.44 |  29.45 |
----------------+--------+--------+--------+--------+--------+--------+
SING F          |      8 |     10 |      9 |      1 |      6 |     30 |     64
                |   3.23 |   4.03 |   3.63 |   0.40 |   2.42 |  12.10 |  25.81
                |  12.50 |  15.63 |  14.06 |   1.56 |   9.38 |  46.88 |
                |  20.00 |  52.63 |  45.00 |  20.00 |  33.33 |  20.55 |
----------------+--------+--------+--------+--------+--------+--------+
TOTAL                 40       19       20        5       18      146      248
                   16.13     7.66     8.06     2.02     7.26    58.87   100.00

FREQUENCY MISSING = 14
```

KEY (Discrete categories)

SUBST ABUSE ONLY	Treated for substance abuse
EMOT PROBS ONLY	Treated for emotional/ mental problems
HOSPIT ONLY	Hospitalized for emotional/ mental problems
SUBST/EMOT PROBS	Treated for both substance abuse and emotion/mental problems
SUBST & HOSPIT	Treated for substance abuse and hospitalized for emotional/mental problems
NO TREATMENT	No treatment for either substance abuse or emotional/mental problems

```
HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

SEX OF HEAD OF HOUSEHOLD BY LEVEL OF EDUCATION
______________________________________________

TABLE OF EDUCAT1 BY SEX1

EDUCAT1(LEVEL OF EDUCATION)
              SEX1

FREQUENCY    |
 PERCENT     |
 ROW PCT     |
 COL PCT     |MALE    |FEMALE  |  TOTAL
-------------+--------+--------+
NON HS  GRAD |     56 |     77 |    133
             |  21.54 |  29.62 |  51.15
             |  42.11 |  57.89 |
             |  53.85 |  49.36 |
-------------+--------+--------+
HS GRAD      |     24 |     44 |     68
             |   9.23 |  16.92 |  26.15
             |  35.29 |  64.71 |
             |  23.08 |  28.21 |
-------------+--------+--------+
SOME COLLEGE |     17 |     30 |     47
             |   6.54 |  11.54 |  18.08
             |  36.17 |  63.83 |
             |  16.35 |  19.23 |
-------------+--------+--------+
COLLEGE GRAD |      7 |      5 |     12
             |   2.69 |   1.92 |   4.62
             |  58.33 |  41.67 |
             |   6.73 |   3.21 |
-------------+--------+--------+
TOTAL             104      156      260
                40.00    60.00   100.00

FREQUENCY MISSING = 2
```

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

RACE OF HEAD OF HOUSEHOLD BY LEVEL OF EDUCATION

```
TABLE OF EDUCAT1 BY RACE1

EDUCAT1(LEVEL OF EDUCATION)     RACE1

FREQUENCY      |
 PERCENT       |
 ROW PCT       |
 COL PCT       |WHITE   |BLACK   |HISPANIC|OTHER   |  TOTAL
---------------+--------+--------+--------+--------+
NON HS  GRAD   |     69 |     55 |      4 |      1 |    129
               |  27.49 |  21.91 |   1.59 |   0.40 |  51.39
               |  53.49 |  42.64 |   3.10 |   0.78 |
               |  51.11 |  51.89 |  50.00 |  50.00 |
---------------+--------+--------+--------+--------+
HS GRAD        |     36 |     28 |      2 |      1 |     67
               |  14.34 |  11.16 |   0.80 |   0.40 |  26.69
               |  53.73 |  41.79 |   2.99 |   1.49 |
               |  26.67 |  26.42 |  25.00 |  50.00 |
---------------+--------+--------+--------+--------+
SOME COLLEGE   |     24 |     19 |      2 |      0 |     45
               |   9.56 |   7.57 |   0.80 |   0.00 |  17.93
               |  53.33 |  42.22 |   4.44 |   0.00 |
               |  17.78 |  17.92 |  25.00 |   0.00 |
---------------+--------+--------+--------+--------+
COLLEGE GRAD   |      6 |      4 |      0 |      0 |     10
               |   2.39 |   1.59 |   0.00 |   0.00 |   3.98
               |  60.00 |  40.00 |   0.00 |   0.00 |
               |   4.44 |   3.77 |   0.00 |   0.00 |
---------------+--------+--------+--------+--------+
TOTAL               135      106        8        2      251
                  53.78    42.23     3.19     0.80   100.00

FREQUENCY MISSING = 11
```

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

AGE OF HEAD OF HOUSEHOLD BY LEVEL OF EDUCATION

TABLE OF EDUCAT1 BY AGECAT

EDUCAT1(LEVEL OF EDUCATION)   AGECAT(AGE COHORTS)

```
FREQUENCY     |
 PERCENT      |
 ROW PCT      |
 COL PCT      |UNDER 20|AGE 20- |AGE 30- |AGE 46- |OVER 60 |
              |        |29      |45      |60      |        |  TOTAL
--------------+--------+--------+--------+--------+--------+
NON HS  GRAD  |     19 |     53 |     36 |     20 |      2 |    130
              |   7.36 |  20.54 |  13.95 |   7.75 |   0.78 |  50.39
              |  14.62 |  40.77 |  27.69 |  15.38 |   1.54 |
              |  73.08 |  48.62 |  42.35 |  58.82 |  50.00 |
--------------+--------+--------+--------+--------+--------+
HS GRAD       |      6 |     32 |     22 |      6 |      2 |     68
              |   2.33 |  12.40 |   8.53 |   2.33 |   0.78 |  26.36
              |   8.82 |  47.06 |  32.35 |   8.82 |   2.94 |
              |  23.08 |  29.36 |  25.88 |  17.65 |  50.00 |
--------------+--------+--------+--------+--------+--------+
SOME COLLEGE  |      1 |     22 |     23 |      2 |      0 |     48
              |   0.39 |   8.53 |   8.91 |   0.78 |   0.00 |  18.60
              |   2.08 |  45.83 |  47.92 |   4.17 |   0.00 |
              |   3.85 |  20.18 |  27.06 |   5.88 |   0.00 |
--------------+--------+--------+--------+--------+--------+
COLLEGE GRAD  |      0 |      2 |      4 |      6 |      0 |     12
              |   0.00 |   0.78 |   1.55 |   2.33 |   0.00 |   4.65
              |   0.00 |  16.67 |  33.33 |  50.00 |   0.00 |
              |   0.00 |   1.83 |   4.71 |  17.65 |   0.00 |
--------------+--------+--------+--------+--------+--------+
TOTAL               26      109       85       34        4      258
                 10.08    42.25    32.95    13.18     1.55   100.00
```

FREQUENCY MISSING = 4

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

INCOME OF HOUSEHOLD BY LEVEL OF EDUCATION OF HOUSEHOLD HEAD

```
TABLE OF EDUCAT1 BY INCGRP

EDUCAT1(LEVEL OF EDUCATION)     INCGRP(INCOME GROUPS)

FREQUENCY     |
 PERCENT      |
 ROW PCT      |
 COL PCT      |NO INCOM|UNDER   |151-300/|301-450/|451-600/|601-750/|OVER 750|
              |E       |150/MO  |MO      |MO      |MO      |MO      |/MO     |  TOTAL
--------------+--------+--------+--------+--------+--------+--------+--------+
NON HS  GRAD  |     62 |      5 |     19 |     18 |     11 |      4 |      6 |    125
              |  25.31 |   2.04 |   7.76 |   7.35 |   4.49 |   1.63 |   2.45 |  51.02
              |  49.60 |   4.00 |  15.20 |  14.40 |   8.80 |   3.20 |   4.80 |
              |  54.87 |  50.00 |  48.72 |  48.65 |  57.89 |  33.33 |  40.00 |
--------------+--------+--------+--------+--------+--------+--------+--------+
HS GRAD       |     24 |      4 |     16 |     10 |      2 |      4 |      3 |     63
              |   9.80 |   1.63 |   6.53 |   4.08 |   0.82 |   1.63 |   1.22 |  25.71
              |  38.10 |   6.35 |  25.40 |  15.87 |   3.17 |   6.35 |   4.76 |
              |  21.24 |  40.00 |  41.03 |  27.03 |  10.53 |  33.33 |  20.00 |
--------------+--------+--------+--------+--------+--------+--------+--------+
SOME COLLEGE  |     20 |      1 |      4 |      6 |      5 |      4 |      6 |     46
              |   8.16 |   0.41 |   1.63 |   2.45 |   2.04 |   1.63 |   2.45 |  18.78
              |  43.48 |   2.17 |   8.70 |  13.04 |  10.87 |   8.70 |  13.04 |
              |  17.70 |  10.00 |  10.26 |  16.22 |  26.32 |  33.33 |  40.00 |
--------------+--------+--------+--------+--------+--------+--------+--------+
COLLEGE GRAD  |      7 |      0 |      0 |      3 |      1 |      0 |      0 |     11
              |   2.86 |   0.00 |   0.00 |   1.22 |   0.41 |   0.00 |   0.00 |   4.49
              |  63.64 |   0.00 |   0.00 |  27.27 |   9.09 |   0.00 |   0.00 |
              |   6.19 |   0.00 |   0.00 |   8.11 |   5.26 |   0.00 |   0.00 |
--------------+--------+--------+--------+--------+--------+--------+--------+
TOTAL              113       10       39       37       19       12       15      245
                 46.12     4.08    15.92    15.10     7.76     4.90     6.12   100.00

FREQUENCY MISSING = 17
```

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

MOST RECENT JOB OF HEAD OF HOUSEHOLD BY BY LEVEL OF EDUCATION

TABLE OF EDUCAT1 BY LASTJOB1

```
EDUCAT1(LEVEL OF EDUCATION)     LASTJOB1(WHEN WAS LAST JOB HELD BY R)

FREQUENCY      |
 PERCENT       |
 ROW PCT       |
 COL PCT       |EMPLOYED|THIS MON|1-2 MOS |3-5 MOS |6-12 MOS|>1 YR AG|NEVER WO|DK      |
               |        |TH      |AGO     |AGO     | AGO    |O       |RKED    |        |  TOTAL
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
NON HS  GRAD   |     32 |     11 |     21 |      7 |     14 |     35 |     10 |      3 |    133
               |  12.31 |   4.23 |   8.08 |   2.69 |   5.38 |  13.46 |   3.85 |   1.15 |  51.15
               |  24.06 |   8.27 |  15.79 |   5.26 |  10.53 |  26.32 |   7.52 |   2.26 |
               |  44.44 |  55.00 |  50.00 |  31.82 |  51.85 |  54.69 | 100.00 | 100.00 |
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
HS GRAD        |     18 |      5 |     10 |      9 |      8 |     17 |      0 |      0 |     67
               |   6.92 |   1.92 |   3.85 |   3.46 |   3.08 |   6.54 |   0.00 |   0.00 |  25.77
               |  26.87 |   7.46 |  14.93 |  13.43 |  11.94 |  25.37 |   0.00 |   0.00 |
               |  25.00 |  25.00 |  23.81 |  40.91 |  29.63 |  26.56 |   0.00 |   0.00 |
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
SOME COLLEGE   |     20 |      2 |      9 |      5 |      4 |      8 |      0 |      0 |     48
               |   7.69 |   0.77 |   3.46 |   1.92 |   1.54 |   3.08 |   0.00 |   0.00 |  18.46
               |  41.67 |   4.17 |  18.75 |  10.42 |   8.33 |  16.67 |   0.00 |   0.00 |
               |  27.78 |  10.00 |  21.43 |  22.73 |  14.81 |  12.50 |   0.00 |   0.00 |
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
COLLEGE GRAD   |      2 |      2 |      2 |      1 |      1 |      4 |      0 |      0 |     12
               |   0.77 |   0.77 |   0.77 |   0.38 |   0.38 |   1.54 |   0.00 |   0.00 |   4.62
               |  16.67 |  16.67 |  16.67 |   8.33 |   8.33 |  33.33 |   0.00 |   0.00 |
               |   2.78 |  10.00 |   4.76 |   4.55 |   3.70 |   6.25 |   0.00 |   0.00 |
---------------+--------+--------+--------+--------+--------+--------+--------+--------+
TOTAL                72       20       42       22       27       64       10        3      260
                  27.69     7.69    16.15     8.46    10.38    24.62     3.85     1.15   100.00

FREQUENCY MISSING = 2
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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

IF HOUSEHOLD HAS BEEN PREVIOUSLY HOMELESS
BY LEVEL OF EDUCATION OF HOUSEHOLD HEAD

TABLE OF EDUCAT1 BY FIRSTIM1

EDUCAT1(LEVEL OF EDUCATION)
               FIRSTIM1(IS THIS FIRST TIME WO/HOUSING)

FREQUENCY     |
 PERCENT      |
 ROW PCT      |
 COL PCT      |YES     |NO      |  TOTAL
--------------+--------+--------+
NON HS. GRAD  |     80 |     52 |    132
              |  31.01 |  20.16 |  51.16
              |  60.61 |  39.39 |
              |  50.00 |  53.06 |
--------------+--------+--------+
HS GRAD       |     41 |     26 |     67
              |  15.89 |  10.08 |  25.97
              |  61.19 |  38.81 |
              |  25.63 |  26.53 |
--------------+--------+--------+
SOME COLLEGE  |     33 |     14 |     47
              |  12.79 |   5.43 |  18.22
              |  70.21 |  29.79 |
              |  20.63 |  14.29 |
--------------+--------+--------+
COLLEGE GRAD  |      6 |      6 |     12
              |   2.33 |   2.33 |   4.65
              |  50.00 |  50.00 |
              |   3.75 |   6.12 |
--------------+--------+--------+
TOTAL              160       98      258
                 62.02    37.98   100.00

FREQUENCY MISSING = 4
```

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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

LENGTH OF TIME HOUSEHOLD HAS BEEN HOMELESS
BY LEVEL OF EDUCATION OF HOUSEHOLD HEAD

TABLE OF EDUCAT1 BY WOSHELT1

EDUCAT1(LEVEL OF EDUCATION)     WOSHELT1(HOW LONG HAS R BEEN WO/HOUSING)

FREQUENCY     |
 PERCENT      |
 ROW PCT      |
 COL PCT      |< 1 WEEK|1-3 WEEK|1-2 MOS |3-5 MOS |6-12 MOS|> 1 YEAR|DK      |  TOTAL
              |        |S       |        |        |        |        |        |
--------------+--------+--------+--------+--------+--------+--------+--------+
NON HS  GRAD  |     30 |     24 |     20 |     21 |      8 |     25 |      2 |    130
              |  11.72 |   9.38 |   7.81 |   8.20 |   3.13 |   9.77 |   0.78 |  50.78
              |  23.08 |  18.46 |  15.38 |  16.15 |   6.15 |  19.23 |   1.54 |
              |  50.00 |  48.98 |  43.48 |  63.64 |  47.06 |  54.35 |  40.00 |
--------------+--------+--------+--------+--------+--------+--------+--------+
HS GRAD       |     18 |     14 |     11 |      7 |      5 |     10 |      2 |     67
              |   7.03 |   5.47 |   4.30 |   2.73 |   1.95 |   3.91 |   0.78 |  26.17
              |  26.87 |  20.90 |  16.42 |  10.45 |   7.46 |  14.93 |   2.99 |
              |  30.00 |  28.57 |  23.91 |  21.21 |  29.41 |  21.74 |  40.00 |
--------------+--------+--------+--------+--------+--------+--------+--------+
SOME COLLEGE  |     10 |      9 |     11 |      5 |      2 |      9 |      1 |     47
              |   3.91 |   3.52 |   4.30 |   1.95 |   0.78 |   3.52 |   0.39 |  18.36
              |  21.28 |  19.15 |  23.40 |  10.64 |   4.26 |  19.15 |   2.13 |
              |  16.67 |  18.37 |  23.91 |  15.15 |  11.76 |  19.57 |  20.00 |
--------------+--------+--------+--------+--------+--------+--------+--------+
COLLEGE GRAD  |      2 |      2 |      4 |      0 |      2 |      2 |      0 |     12
              |   0.78 |   0.78 |   1.56 |   0.00 |   0.78 |   0.78 |   0.00 |   4.69
              |  16.67 |  16.67 |  33.33 |   0.00 |  16.67 |  16.67 |   0.00 |
              |   3.33 |   4.08 |   8.70 |   0.00 |  11.76 |   4.35 |   0.00 |
--------------+--------+--------+--------+--------+--------+--------+--------+
TOTAL               60       49       46       33       17       46        5      256
                 23.44    19.14    17.97    12.89     6.64    17.97     1.95   100.00

FREQUENCY MISSING = 6
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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

SEX OF HEAD OF HOUSEHOLD BY LEVEL OF HOUSEHOLD INCOME

TABLE OF INCGRP BY SEX1

INCGRP(INCOME GROUPS)     SEX1

FREQUENCY         |
 PERCENT          |
 ROW PCT          |
 COL PCT          |MALE    |FEMALE  |  TOTAL
------------------+--------+--------+
NO INCOME         |     56 |     56 |    112
                  |  22.86 |  22.86 |  45.71
                  |  50.00 |  50.00 |
                  |  58.95 |  37.33 |
------------------+--------+--------+
UNDER   150/MO    |      3 |      7 |     10
                  |   1.22 |   2.86 |   4.08
                  |  30.00 |  70.00 |
                  |   3.16 |   4.67 |
------------------+--------+--------+
151-300/MO        |      6 |     33 |     39
                  |   2.45 |  13.47 |  15.92
                  |  15.38 |  84.62 |
                  |   6.32 |  22.00 |
------------------+--------+--------+
301-450/MO        |     11 |     26 |     37
                  |   4.49 |  10.61 |  15.10
                  |  29.73 |  70.27 |
                  |  11.58 |  17.33 |
------------------+--------+--------+
451-600/MO        |      9 |     11 |     20
                  |   3.67 |   4.49 |   8.16
                  |  45.00 |  55.00 |
                  |   9.47 |   7.33 |
------------------+--------+--------+
601-750/MO        |      4 |      8 |     12
                  |   1.63 |   3.27 |   4.90
                  |  33.33 |  66.67 |
                  |   4.21 |   5.33 |
------------------+--------+--------+
OVER 750/MO       |      6 |      9 |     15
                  |   2.45 |   3.67 |   6.12
                  |  40.00 |  60.00 |
                  |   6.32 |   6.00 |
------------------+--------+--------+
TOTAL                   95      150      245
                     38.78    61.22   100.00

FREQUENCY MISSING = 17
```

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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

RACE OF HEAD OF HOUSEHOLD BY LEVEL OF HOUSEHOLD INCOME

TABLE OF INCGRP BY RACE1

INCGRP(INCOME GROUPS)     RACE1

FREQUENCY        |
 PERCENT         |
 ROW PCT         |
 COL PCT         |WHITE   |BLACK   |HISPANIC|OTHER   |  TOTAL
-----------------+--------+--------+--------+--------+
NO INCOME        |     62 |     42 |      3 |      1 |    108
                 |  26.27 |  17.80 |   1.27 |   0.42 |  45.76
                 |  57.41 |  38.89 |   2.78 |   0.93 |
                 |  49.21 |  42.00 |  33.33 | 100.00 |
-----------------+--------+--------+--------+--------+
UNDER   150/MO   |      6 |      4 |      0 |      0 |     10
                 |   2.54 |   1.69 |   0.00 |   0.00 |   4.24
                 |  60.00 |  40.00 |   0.00 |   0.00 |
                 |   4.76 |   4.00 |   0.00 |   0.00 |
-----------------+--------+--------+--------+--------+
151-300/MO       |     21 |     14 |      3 |      0 |     38
                 |   8.90 |   5.93 |   1.27 |   0.00 |  16.10
                 |  55.26 |  36.84 |   7.89 |   0.00 |
                 |  16.67 |  14.00 |  33.33 |   0.00 |
-----------------+--------+--------+--------+--------+
301-450/MO       |     18 |     16 |      0 |      0 |     34
                 |   7.63 |   6.78 |   0.00 |   0.00 |  14.41
                 |  52.94 |  47.06 |   0.00 |   0.00 |
                 |  14.29 |  16.00 |   0.00 |   0.00 |
-----------------+--------+--------+--------+--------+
451-600/MO       |      6 |     12 |      2 |      0 |     20
                 |   2.54 |   5.08 |   0.85 |   0.00 |   8.47
                 |  30.00 |  60.00 |  10.00 |   0.00 |
                 |   4.76 |  12.00 |  22.22 |   0.00 |
-----------------+--------+--------+--------+--------+
601-750/MO       |      7 |      4 |      0 |      0 |     11
                 |   2.97 |   1.69 |   0.00 |   0.00 |   4.66
                 |  63.64 |  36.36 |   0.00 |   0.00 |
                 |   5.56 |   4.00 |   0.00 |   0.00 |
-----------------+--------+--------+--------+--------+
OVER 750/MO      |      6 |      8 |      1 |      0 |     15
                 |   2.54 |   3.39 |   0.42 |   0.00 |   6.36
                 |  40.00 |  53.33 |   6.67 |   0.00 |
                 |   4.76 |   8.00 |  11.11 |   0.00 |
-----------------+--------+--------+--------+--------+
TOTAL                 126      100        9        1      236
                    53.39    42.37     3.81     0.42   100.00

FREQUENCY MISSING = 26
```

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

MOST RECENT JOB OF HEAD OF HOUSEHOLD BY LEVEL OF HOUSEHOLD INCOME

TABLE OF INCGRP BY LASTJOB1

INCGRP(INCOME GROUPS)   LASTJOB1(WHEN WAS LAST JOB HELD BY R)

FREQUENCY PERCENT ROW PCT COL PCT	EMPLOYED	THIS MONTH	1-2 MOS AGO	3-5 MOS AGO	6-12 MOS AGO	>1 YR AGO	NEVER WORKED	DK	TOTAL
NO INCOME	2	17	32	16	15	27	3	1	113
	0.82	6.94	13.06	6.53	6.12	11.02	1.22	0.41	46.12
	1.77	15.04	28.32	14.16	13.27	23.89	2.65	0.88	
	3.17	85.00	80.00	76.19	57.69	43.55	30.00	33.33	
UNDER 150/MO	2	0	0	0	2	3	2	1	10
	0.82	0.00	0.00	0.00	0.82	1.22	0.82	0.41	4.08
	20.00	0.00	0.00	0.00	20.00	30.00	20.00	10.00	
	3.17	0.00	0.00	0.00	7.69	4.84	20.00	33.33	
151-300/MO	9	2	5	4	4	13	2	0	39
	3.67	0.82	2.04	1.63	1.63	5.31	0.82	0.00	15.92
	23.08	5.13	12.82	10.26	10.26	33.33	5.13	0.00	
	14.29	10.00	12.50	19.05	15.38	20.97	20.00	0.00	
301-450/MO	16	1	2	0	3	11	3	1	37
	6.53	0.41	0.82	0.00	1.22	4.49	1.22	0.41	15.10
	43.24	2.70	5.41	0.00	8.11	29.73	8.11	2.70	
	25.40	5.00	5.00	0.00	11.54	17.74	30.00	33.33	
451-600/MO	12	0	1	0	1	5	0	0	19
	4.90	0.00	0.41	0.00	0.41	2.04	0.00	0.00	7.76
	63.16	0.00	5.26	0.00	5.26	26.32	0.00	0.00	
	19.05	0.00	2.50	0.00	3.85	8.06	0.00	0.00	
601-750/MO	10	0	0	1	0	1	0	0	12
	4.08	0.00	0.00	0.41	0.00	0.41	0.00	0.00	4.90
	83.33	0.00	0.00	8.33	0.00	8.33	0.00	0.00	
	15.87	0.00	0.00	4.76	0.00	1.61	0.00	0.00	
OVER 750/MO	12	0	0	0	1	2	0	0	15
	4.90	0.00	0.00	0.00	0.41	0.82	0.00	0.00	6.12
	80.00	0.00	0.00	0.00	6.67	13.33	0.00	0.00	
	19.05	0.00	0.00	0.00	3.85	3.23	0.00	0.00	
TOTAL	63	20	40	21	26	62	10	3	245
	25.71	8.16	16.33	8.57	10.61	25.31	4.08	1.22	100.00

FREQUENCY MISSING = 17

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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

IF HOUSEHOULD HAS BEEN PREVIOUSLY HOMELESS
BY LEVEL OF HOUSEHOLD INCOME
______________________________________________

TABLE OF INCGRP BY FIRSTIM1

INCGRP(INCOME GROUPS)     FIRSTIM1(IS THIS FIRST TIME WO/HOUSING)

FREQUENCY       |
 PERCENT        |
 ROW PCT        |
 COL PCT        |YES     |NO      |  TOTAL
----------------+--------+--------+
NO INCOME       |     75 |     38 |    113
                |  30.74 |  15.57 |  46.31
                |  66.37 |  33.63 |
                |  49.34 |  41.30 |
----------------+--------+--------+
UNDER   150/MO  |      5 |      5 |     10
                |   2.05 |   2.05 |   4.10
                |  50.00 |  50.00 |
                |   3.29 |   5.43 |
----------------+--------+--------+
151-300/MO      |     21 |     17 |     38
                |   8.61 |   6.97 |  15.57
                |  55.26 |  44.74 |
                |  13.82 |  18.48 |
----------------+--------+--------+
301-450/MO      |     22 |     14 |     36
                |   9.02 |   5.74 |  14.75
                |  61.11 |  38.89 |
                |  14.47 |  15.22 |
----------------+--------+--------+
451-600/MO      |     11 |      9 |     20
                |   4.51 |   3.69 |   8.20
                |  55.00 |  45.00 |
                |   7.24 |   9.78 |
----------------+--------+--------+
601-750/MO      |     10 |      2 |     12
                |   4.10 |   0.82 |   4.92
                |  83.33 |  16.67 |
                |   6.58 |   2.17 |
----------------+--------+--------+
OVER 750/MO     |      8 |      7 |     15
                |   3.28 |   2.87 |   6.15
                |  53.33 |  46.67 |
                |   5.26 |   7.61 |
----------------+--------+--------+
TOTAL                152       92      244
                   62.30    37.70   100.00

FREQUENCY MISSING = 18
```

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

LENGTH OF TIME HOUSEHOLD HAS BEEN HOMELESS
BY LEVEL OF HOUSEHOLD INCOME

```
TABLE OF INCGRP BY WOSHELT1

INCGRP(INCOME GROUPS)     WOSHELT1(HOW LONG HAS R BEEN WO/HOUSING)

FREQUENCY       |
 PERCENT        |
 ROW PCT        |
 COL PCT        |< 1 WEEK|1-3 WEEK|1-2 MOS |3-5 MOS |6-12 MOS|> 1 YEAR|DK      |
                |        |S       |        |        |        |        |        |  TOTAL
----------------+--------+--------+--------+--------+--------+--------+--------+
NO INCOME       |     26 |     16 |     24 |     16 |      5 |     22 |      2 |    111
                |  10.74 |   6.61 |   9.92 |   6.61 |   2.07 |   9.09 |   0.83 |  45.87
                |  23.42 |  14.41 |  21.62 |  14.41 |   4.50 |  19.82 |   1.80 |
                |  44.83 |  34.04 |  55.81 |  51.61 |  33.33 |  50.00 |  50.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
UNDER   150/MO  |      1 |      1 |      1 |      1 |      3 |      2 |      1 |     10
                |   0.41 |   0.41 |   0.41 |   0.41 |   1.24 |   0.83 |   0.41 |   4.13
                |  10.00 |  10.00 |  10.00 |  10.00 |  30.00 |  20.00 |  10.00 |
                |   1.72 |   2.13 |   2.33 |   3.23 |  20.00 |   4.55 |  25.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
151-300/MO      |     10 |     10 |      6 |      4 |      2 |      6 |      1 |     39
                |   4.13 |   4.13 |   2.48 |   1.65 |   0.83 |   2.48 |   0.41 |  16.12
                |  25.64 |  25.64 |  15.38 |  10.26 |   5.13 |  15.38 |   2.56 |
                |  17.24 |  21.28 |  13.95 |  12.90 |  13.33 |  13.64 |  25.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
301-450/MO      |      8 |      8 |      7 |      5 |      2 |      5 |      0 |     35
                |   3.31 |   3.31 |   2.89 |   2.07 |   0.83 |   2.07 |   0.00 |  14.46
                |  22.86 |  22.86 |  20.00 |  14.29 |   5.71 |  14.29 |   0.00 |
                |  13.79 |  17.02 |  16.28 |  16.13 |  13.33 |  11.36 |   0.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
451-600/MO      |      4 |      4 |      1 |      4 |      2 |      5 |      0 |     20
                |   1.65 |   1.65 |   0.41 |   1.65 |   0.83 |   2.07 |   0.00 |   8.26
                |  20.00 |  20.00 |   5.00 |  20.00 |  10.00 |  25.00 |   0.00 |
                |   6.90 |   8.51 |   2.33 |  12.90 |  13.33 |  11.36 |   0.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
601-750/MO      |      4 |      4 |      1 |      1 |      1 |      1 |      0 |     12
                |   1.65 |   1.65 |   0.41 |   0.41 |   0.41 |   0.41 |   0.00 |   4.96
                |  33.33 |  33.33 |   8.33 |   8.33 |   8.33 |   8.33 |   0.00 |
                |   6.90 |   8.51 |   2.33 |   3.23 |   6.67 |   2.27 |   0.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
OVER 750/MO     |      5 |      4 |      3 |      0 |      0 |      3 |      0 |     15
                |   2.07 |   1.65 |   1.24 |   0.00 |   0.00 |   1.24 |   0.00 |   6.20
                |  33.33 |  26.67 |  20.00 |   0.00 |   0.00 |  20.00 |   0.00 |
                |   8.62 |   8.51 |   6.98 |   0.00 |   0.00 |   6.82 |   0.00 |
----------------+--------+--------+--------+--------+--------+--------+--------+
TOTAL                 58       47       43       31       15       44        4      242
                   23.97    19.42    17.77    12.81     6.20    18.18     1.65   100.00

FREQUENCY MISSING = 20
```

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

MENTAL HEALTH OF HEAD OF HOUSEHOLD BY LEVEL OF HOUSEHOLD INCOME

```
TABLE OF INCGRP BY HEALTH

INCGRP(INCOME GROUPS)     HEALTH( MENTAL HEALTH STATUS)

FREQUENCY        |
 PERCENT         |
 ROW PCT         |
 COL PCT         |SUBST AB|EMOT PRO|HOSPIT O|SUBST/EM|SUBST & |NO TREAT|
                 |USE ONLY|BS ONLY |NLY     |OT PROBS|HOSPIT  |MENT    |  TOTAL
-----------------+--------+--------+--------+--------+--------+--------+
NO INCOME        |     25 |      8 |      7 |      3 |      2 |     64 |    109
                 |  10.64 |   3.40 |   2.98 |   1.28 |   0.85 |  27.23 |  46.38
                 |  22.94 |   7.34 |   6.42 |   2.75 |   1.83 |  58.72 |
                 |  65.79 |  42.11 |  38.89 |  75.00 |  13.33 |  45.39 |
-----------------+--------+--------+--------+--------+--------+--------+
UNDER    150/MO  |      0 |      2 |      0 |      0 |      2 |      3 |      7
                 |   0.00 |   0.85 |   0.00 |   0.00 |   0.85 |   1.28 |   2.98
                 |   0.00 |  28.57 |   0.00 |   0.00 |  28.57 |  42.86 |
                 |   0.00 |  10.53 |   0.00 |   0.00 |  13.33 |   2.13 |
-----------------+--------+--------+--------+--------+--------+--------+
151-300/MO       |      3 |      2 |      3 |      0 |      6 |     24 |     38
                 |   1.28 |   0.85 |   1.28 |   0.00 |   2.55 |  10.21 |  16.17
                 |   7.89 |   5.26 |   7.89 |   0.00 |  15.79 |  63.16 |
                 |   7.89 |  10.53 |  16.67 |   0.00 |  40.00 |  17.02 |
-----------------+--------+--------+--------+--------+--------+--------+
301-450/MO       |      4 |      4 |      4 |      0 |      3 |     22 |     37
                 |   1.70 |   1.70 |   1.70 |   0.00 |   1.28 |   9.36 |  15.74
                 |  10.81 |  10.81 |  10.81 |   0.00 |   8.11 |  59.46 |
                 |  10.53 |  21.05 |  22.22 |   0.00 |  20.00 |  15.60 |
-----------------+--------+--------+--------+--------+--------+--------+
451-600/MO       |      3 |      1 |      1 |      1 |      1 |     10 |     17
                 |   1.28 |   0.43 |   0.43 |   0.43 |   0.43 |   4.26 |   7.23
                 |  17.65 |   5.88 |   5.88 |   5.88 |   5.88 |  58.82 |
                 |   7.89 |   5.26 |   5.56 |  25.00 |   6.67 |   7.09 |
-----------------+--------+--------+--------+--------+--------+--------+
601-750/MO       |      1 |      0 |      0 |      0 |      1 |     10 |     12
                 |   0.43 |   0.00 |   0.00 |   0.00 |   0.43 |   4.26 |   5.11
                 |   8.33 |   0.00 |   0.00 |   0.00 |   8.33 |  83.33 |
                 |   2.63 |   0.00 |   0.00 |   0.00 |   6.67 |   7.09 |
-----------------+--------+--------+--------+--------+--------+--------+
OVER 750/MO      |      2 |      2 |      3 |      0 |      0 |      8 |     15
                 |   0.85 |   0.85 |   1.28 |   0.00 |   0.00 |   3.40 |   6.38
                 |  13.33 |  13.33 |  20.00 |   0.00 |   0.00 |  53.33 |
                 |   5.26 |  10.53 |  16.67 |   0.00 |   0.00 |   5.67 |
-----------------+--------+--------+--------+--------+--------+--------+
TOTAL                  38       19       18        4       15      141      235
                    16.17     8.09     7.66     1.70     6.38    60.00   100.00

FREQUENCY MISSING = 27
```

KEY (Discrete categories)

SUBST ABUSE ONLY	Treated for substance abuse
EMOT PROBS ONLY	Treated for emotional/ mental problems
HOSPIT ONLY	Hospitalized for emotional/ mental problems
SUBST/EMOT PROBS	Treated for both substance abuse and emotion/mental problems
SUBST & HOSPIT	Treated for substance abuse and hospitalized for emotional/mental problems
NO TREATMENT	No treatment for either substance abuse or emotional/mental problems

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

MOST RECENT JOB OF HEAD OF HOUSEHOLD BY TYPE OF JOB HELD

TABLE OF LASTJOB1 BY TYPEJOB1

LASTJOB1(WHEN WAS LAST JOB HELD BY R)   TYPEJOB1(TYPE OF MOST RECENT JOB OF R)

```
FREQUENCY     |
 PERCENT      |
 ROW PCT      |
 COL PCT      |DAY LABO|PERM FUL|PERM PAR|TEMP F O|  TOTAL
              |R       |L-TIME  |T-TIME  |R PTIME |
--------------+--------+--------+--------+--------+
EMPLOYED      |     12 |     32 |     17 |     10 |     71
              |   4.90 |  13.06 |   6.94 |   4.08 |  28.98
              |  16.90 |  45.07 |  23.94 |  14.08 |
              |  28.57 |  27.83 |  36.96 |  23.81 |
--------------+--------+--------+--------+--------+
THIS MONTH    |      7 |      7 |      3 |      2 |     19
              |   2.86 |   2.86 |   1.22 |   0.82 |   7.76
              |  36.84 |  36.84 |  15.79 |  10.53 |
              |  16.67 |   6.09 |   6.52 |   4.76 |
--------------+--------+--------+--------+--------+
1-2 MOS AGO   |      9 |     18 |      8 |      6 |     41
              |   3.67 |   7.35 |   3.27 |   2.45 |  16.73
              |  21.95 |  43.90 |  19.51 |  14.63 |
              |  21.43 |  15.65 |  17.39 |  14.29 |
--------------+--------+--------+--------+--------+
3-5 MOS AGO   |      2 |      8 |      6 |      6 |     22
              |   0.82 |   3.27 |   2.45 |   2.45 |   8.98
              |   9.09 |  36.36 |  27.27 |  27.27 |
              |   4.76 |   6.96 |  13.04 |  14.29 |
--------------+--------+--------+--------+--------+
6-12 MOS AGO  |      3 |     13 |      5 |      6 |     27
              |   1.22 |   5.31 |   2.04 |   2.45 |  11.02
              |  11.11 |  48.15 |  18.52 |  22.22 |
              |   7.14 |  11.30 |  10.87 |  14.29 |
--------------+--------+--------+--------+--------+
>1 YR AGO     |      9 |     36 |      6 |     12 |     63
              |   3.67 |  14.69 |   2.45 |   4.90 |  25.71
              |  14.29 |  57.14 |   9.52 |  19.05 |
              |  21.43 |  31.30 |  13.04 |  28.57 |
--------------+--------+--------+--------+--------+
NEVER WORKED  |      0 |      0 |      0 |      0 |      0
              |   0.00 |   0.00 |   0.00 |   0.00 |   0.00
              |      . |      . |      . |      . |
              |   0.00 |   0.00 |   0.00 |   0.00 |
--------------+--------+--------+--------+--------+
DK            |      0 |      1 |      1 |      0 |      2
              |   0.00 |   0.41 |   0.41 |   0.00 |   0.82
              |   0.00 |  50.00 |  50.00 |   0.00 |
              |   0.00 |   0.87 |   2.17 |   0.00 |
--------------+--------+--------+--------+--------+
TOTAL               42      115       46       42      245
                 17.14    46.94    18.78    17.14   100.00
```

FREQUENCY MISSING = 17

```
HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

SEX OF HEAD OF HOUSEHOLD BY MENTAL HEALTH STATUS

TABLE OF HEALTH BY SEX1

HEALTH( MENTAL HEALTH STATUS)
                  SEX1

FREQUENCY         |
 PERCENT          |
 ROW PCT          |
 COL PCT          |MALE    |FEMALE  |  TOTAL
------------------+--------+--------+
SUBST ABUSE ONLY  |     27 |     13 |     40
                  |  10.84 |   5.22 |  16.06
                  |  67.50 |  32.50 |
                  |  27.55 |   8.61 |
------------------+--------+--------+
EMOT PROBS ONLY   |      4 |     15 |     19
                  |   1.61 |   6.02 |   7.63
                  |  21.05 |  78.95 |
                  |   4.08 |   9.93 |
------------------+--------+--------+
HOSPIT ONLY       |      9 |     11 |     20
                  |   3.61 |   4.42 |   8.03
                  |  45.00 |  55.00 |
                  |   9.18 |   7.28 |
------------------+--------+--------+
SUBST/EMOT PROBS  |      2 |      3 |      5
                  |   0.80 |   1.20 |   2.01
                  |  40.00 |  60.00 |
                  |   2.04 |   1.99 |
------------------+--------+--------+
SUBST & HOSPIT    |      9 |      9 |     18
                  |   3.61 |   3.61 |   7.23
                  |  50.00 |  50.00 |
                  |   9.18 |   5.96 |
------------------+--------+--------+
NO TREATMENT      |     47 |    100 |    147
                  |  18.88 |  40.16 |  59.04
                  |  31.97 |  68.03 |
                  |  47.96 |  66.23 |
------------------+--------+--------+
TOTAL                   98      151      249
                     39.36    60.64   100.00

FREQUENCY MISSING = 13
```

__KEY__ (Discrete categories)

SUBST ABUSE ONLY	Treated for substance abuse
EMOT PROBS ONLY	Treated for emotional/ mental problems
HOSPIT ONLY	Hospitalized for emotional/ mental problems
SUBST/EMOT PROBS	Treated for both substance abuse and emotion/mental problems
SUBST & HOSPIT	Treated for substance abuse and hospitalized for emotional/mental problems
NO TREATMENT	No treatment for either substance abuse or emotional/mental problems

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

RACE OF HEAD OF HOUSEHOLD BY MENTAL HEALTH STATUS

TABLE OF HEALTH BY RACE1

```
HEALTH( MENTAL HEALTH STATUS)     RACE1

FREQUENCY        |
 PERCENT         |
 ROW PCT         |
 COL PCT         |WHITE   |BLACK   |HISPANIC|OTHER   |  TOTAL
-----------------+--------+--------+--------+--------+
SUBST ABUSE ONLY |     30 |     10 |      0 |      0 |     40
                 |  12.50 |   4.17 |   0.00 |   0.00 |  16.67
                 |  75.00 |  25.00 |   0.00 |   0.00 |
                 |  23.08 |  10.10 |   0.00 |   0.00 |
-----------------+--------+--------+--------+--------+
EMOT PROBS ONLY  |     11 |      7 |      0 |      0 |     18
                 |   4.58 |   2.92 |   0.00 |   0.00 |   7.50
                 |  61.11 |  38.89 |   0.00 |   0.00 |
                 |   8.46 |   7.07 |   0.00 |   0.00 |
-----------------+--------+--------+--------+--------+
HOSPIT ONLY      |     15 |      4 |      1 |      0 |     20
                 |   6.25 |   1.67 |   0.42 |   0.00 |   8.33
                 |  75.00 |  20.00 |   5.00 |   0.00 |
                 |  11.54 |   4.04 |  11.11 |   0.00 |
-----------------+--------+--------+--------+--------+
SUBST/EMOT PROBS |      3 |      2 |      0 |      0 |      5
                 |   1.25 |   0.83 |   0.00 |   0.00 |   2.08
                 |  60.00 |  40.00 |   0.00 |   0.00 |
                 |   2.31 |   2.02 |   0.00 |   0.00 |
-----------------+--------+--------+--------+--------+
SUBST & HOSPIT   |     13 |      3 |      0 |      0 |     16
                 |   5.42 |   1.25 |   0.00 |   0.00 |   6.67
                 |  81.25 |  18.75 |   0.00 |   0.00 |
                 |  10.00 |   3.03 |   0.00 |   0.00 |
-----------------+--------+--------+--------+--------+
NO TREATMENT     |     58 |     73 |      8 |      2 |    141
                 |  24.17 |  30.42 |   3.33 |   0.83 |  58.75
                 |  41.13 |  51.77 |   5.67 |   1.42 |
                 |  44.62 |  73.74 |  88.89 | 100.00 |
-----------------+--------+--------+--------+--------+
TOTAL                 130       99        9        2      240
                    54.17    41.25     3.75     0.83   100.00

FREQUENCY MISSING = 22
```

KEY (Discrete categories)

SUBST ABUSE ONLY	**Treated for substance abuse**
EMOT PROBS ONLY	**Treated for emotional/ mental problems**
HOSPIT ONLY	**Hospitalized for emotional/ mental problems**
SUBST/EMOT PROBS	**Treated for both substance abuse and emotion/mental problems**
SUBST & HOSPIT	**Treated for substance abuse and hospitalized for emotional/mental problems**
NO TREATMENT	**No treatment for either substance abuse or emotional/mental problems**

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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

MENTAL HEALTH STATUS OF HEAD OF HOUSEHOLD BY LEVEL OF EDUCATION

TABLE OF EDUCAT1 BY HEALTH

EDUCAT1(LEVEL OF EDUCATION)     HEALTH( MENTAL HEALTH STATUS)

FREQUENCY      |
 PERCENT       |
 ROW PCT       |
 COL PCT       |SUBST AB|EMOT PRO|HOSPIT O|SUBST/EM|SUBST &  |NO TREAT|
               |USE ONLY|BS ONLY |NLY     |OT PROBS|HOSPIT   |MENT    |  TOTAL
---------------+--------+--------+--------+--------+---------+--------+
NON HS  GRAD   |     23 |     11 |      9 |      2 |       8 |     73 |    126
               |   9.24 |   4.42 |   3.61 |   0.80 |    3.21 |  29.32 |  50.60
               |  18.25 |   8.73 |   7.14 |   1.59 |    6.35 |  57.94 |
               |  56.10 |  57.89 |  45.00 |  40.00 |   44.44 |  50.00 |
---------------+--------+--------+--------+--------+---------+--------+
HS GRAD        |      7 |      5 |      5 |      1 |       4 |     43 |     65
               |   2.81 |   2.01 |   2.01 |   0.40 |    1.61 |  17.27 |  26.10
               |  10.77 |   7.69 |   7.69 |   1.54 |    6.15 |  66.15 |
               |  17.07 |  26.32 |  25.00 |  20.00 |   22.22 |  29.45 |
---------------+--------+--------+--------+--------+---------+--------+
SOME COLLEGE   |     10 |      1 |      4 |      2 |       3 |     26 |     46
               |   4.02 |   0.40 |   1.61 |   0.80 |    1.20 |  10.44 |  18.47
               |  21.74 |   2.17 |   8.70 |   4.35 |    6.52 |  56.52 |
               |  24.39 |   5.26 |  20.00 |  40.00 |   16.67 |  17.81 |
---------------+--------+--------+--------+--------+---------+--------+
COLLEGE GRAD   |      1 |      2 |      2 |      0 |       3 |      4 |     12
               |   0.40 |   0.80 |   0.80 |   0.00 |    1.20 |   1.61 |   4.82
               |   8.33 |  16.67 |  16.67 |   0.00 |   25.00 |  33.33 |
               |   2.44 |  10.53 |  10.00 |   0.00 |   16.67 |   2.74 |
---------------+--------+--------+--------+--------+---------+--------+
TOTAL                41       19       20        5        18      146      249
                  16.47     7.63     8.03     2.01      7.23    58.63   100.00

FREQUENCY MISSING = 13
```

KEY (Discrete categories)

SUBST ABUSE ONLY	Treated for substance abuse
EMOT PROBS ONLY	Treated for emotional/ mental problems
HOSPIT ONLY	Hospitalized for emotional/ mental problems
SUBST/EMOT PROBS	Treated for both substance abuse and emotion/mental problems
SUBST & HOSPIT	Treated for substance abuse and hospitalized for emotional/mental problems
NO TREATMENT	No treatment for either substance abuse or emotional/mental problems

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

MOST RECENT JOB OF HEAD OF HOUSEHOLD BY MENTAL HEALTH STATUS

```
TABLE OF HEALTH BY LASTJOB1

HEALTH( MENTAL HEALTH STATUS)     LASTJOB1(WHEN WAS LAST JOB HELD BY R)

FREQUENCY         |
 PERCENT          |
 ROW PCT          |
 COL PCT          |EMPLOYED|THIS MON|1-2 MOS |3-5 MOS |6-12 MOS|>1 YR AG|NEVER WO|DK      |
                  |        |TH      |AGO     |AGO     | AGO    |O       |RKED    |        |  TOTAL
------------------+--------+--------+--------+--------+--------+--------+--------+--------+
SUBST ABUSE ONLY  |     11 |      3 |     10 |      2 |      5 |      9 |      0 |      1 |     41
                  |   4.42 |   1.20 |   4.02 |   0.80 |   2.01 |   3.61 |   0.00 |   0.40 |  16.47
                  |  26.83 |   7.32 |  24.39 |   4.88 |  12.20 |  21.95 |   0.00 |   2.44 |
                  |  15.71 |  15.79 |  24.39 |   9.52 |  18.52 |  15.00 |   0.00 |  50.00 |
------------------+--------+--------+--------+--------+--------+--------+--------+--------+
EMOT PROBS ONLY   |      6 |      0 |      3 |      2 |      4 |      4 |      0 |      0 |     19
                  |   2.41 |   0.00 |   1.20 |   0.80 |   1.61 |   1.61 |   0.00 |   0.00 |   7.63
                  |  31.58 |   0.00 |  15.79 |  10.53 |  21.05 |  21.05 |   0.00 |   0.00 |
                  |   8.57 |   0.00 |   7.32 |   9.52 |  14.81 |   6.67 |   0.00 |   0.00 |
------------------+--------+--------+--------+--------+--------+--------+--------+--------+
HOSPIT ONLY       |      5 |      3 |      4 |      2 |      0 |      5 |      0 |      1 |     20
                  |   2.01 |   1.20 |   1.61 |   0.80 |   0.00 |   2.01 |   0.00 |   0.40 |   8.03
                  |  25.00 |  15.00 |  20.00 |  10.00 |   0.00 |  25.00 |   0.00 |   5.00 |
                  |   7.14 |  15.79 |   9.76 |   9.52 |   0.00 |   8.33 |   0.00 |  50.00 |
------------------+--------+--------+--------+--------+--------+--------+--------+--------+
SUBST/EMOT PROBS  |      1 |      0 |      3 |      0 |      0 |      1 |      0 |      0 |      5
                  |   0.40 |   0.00 |   1.20 |   0.00 |   0.00 |   0.40 |   0.00 |   0.00 |   2.01
                  |  20.00 |   0.00 |  60.00 |   0.00 |   0.00 |  20.00 |   0.00 |   0.00 |
                  |   1.43 |   0.00 |   7.32 |   0.00 |   0.00 |   1.67 |   0.00 |   0.00 |
------------------+--------+--------+--------+--------+--------+--------+--------+--------+
SUBST & HOSPIT    |      7 |      2 |      2 |      0 |      3 |      2 |      2 |      0 |     18
                  |   2.81 |   0.80 |   0.80 |   0.00 |   1.20 |   0.80 |   0.80 |   0.00 |   7.23
                  |  38.89 |  11.11 |  11.11 |   0.00 |  16.67 |  11.11 |  11.11 |   0.00 |
                  |  10.00 |  10.53 |   4.88 |   0.00 |  11.11 |   3.33 |  22.22 |   0.00 |
------------------+--------+--------+--------+--------+--------+--------+--------+--------+
NO TREATMENT      |     40 |     11 |     19 |     15 |     15 |     39 |      7 |      0 |    146
                  |  16.06 |   4.42 |   7.63 |   6.02 |   6.02 |  15.66 |   2.81 |   0.00 |  58.63
                  |  27.40 |   7.53 |  13.01 |  10.27 |  10.27 |  26.71 |   4.79 |   0.00 |
                  |  57.14 |  57.89 |  46.34 |  71.43 |  55.56 |  65.00 |  77.78 |   0.00 |
------------------+--------+--------+--------+--------+--------+--------+--------+--------+
TOTAL                   70       19       41       21       27       60        9        2      249
                     28.11     7.63    16.47     8.43    10.84    24.10     3.61     0.80   100.00

FREQUENCY MISSING = 13
```

<u>KEY</u> (Discrete categories)

SUBST ABUSE ONLY	Treated for substance abuse
EMOT PROBS ONLY	Treated for emotional/ mental problems
HOSPIT ONLY	Hospitalized for emotional/ mental problems
SUBST/EMOT PROBS	Treated for both substance abuse and emotion/mental problems
SUBST & HOSPIT	Treated for substance abuse and hospitalized for emotional/mental problems
NO TREATMENT	No treatment for either substance abuse or emotional/mental problems

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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

IF HOUSEHOLD HAS BEEN PREVIOUSLY HOMELESS
BY MENTAL HEALTH STATUS OF HOUSEHOLD HEAD

TABLE OF HEALTH BY FIRSTIM1

HEALTH( MENTAL HEALTH STATUS)
                  FIRSTIM1(IS THIS FIRST TIME WO/HOUSING)

FREQUENCY        |
 PERCENT         |
 ROW PCT         |
 COL PCT         |YES      |NO       |  TOTAL
-----------------+---------+---------+
SUBST ABUSE ONLY |     24  |     17  |     41
                 |   9.68  |   6.85  |  16.53
                 |  58.54  |  41.46  |
                 |  15.19  |  18.89  |
-----------------+---------+---------+
EMOT PROBS ONLY  |     10  |      9  |     19
                 |   4.03  |   3.63  |   7.66
                 |  52.63  |  47.37  |
                 |   6.33  |  10.00  |
-----------------+---------+---------+
HOSPIT ONLY      |     11  |      9  |     20
                 |   4.44  |   3.63  |   8.06
                 |  55.00  |  45.00  |
                 |   6.96  |  10.00  |
-----------------+---------+---------+
SUBST/EMOT PROBS |      3  |      2  |      5
                 |   1.21  |   0.81  |   2.02
                 |  60.00  |  40.00  |
                 |   1.90  |   2.22  |
-----------------+---------+---------+
SUBST & HOSPIT   |      7  |     10  |     17
                 |   2.82  |   4.03  |   6.85
                 |  41.18  |  58.82  |
                 |   4.43  |  11.11  |
-----------------+---------+---------+
NO TREATMENT     |    103  |     43  |    146
                 |  41.53  |  17.34  |  58.87
                 |  70.55  |  29.45  |
                 |  65.19  |  47.78  |
-----------------+---------+---------+
TOTAL                 158        90      248
                    63.71     36.29   100.00

FREQUENCY MISSING = 14
```

KEY (Discrete categories)

SUBST ABUSE ONLY	Treated for substance abuse
EMOT PROBS ONLY	Treated for emotional/ mental problems
HOSPIT ONLY	Hospitalized for emotional/ mental problems
SUBST/EMOT PROBS	Treated for both substance abuse and emotion/mental problems
SUBST & HOSPIT	Treated for substance abuse and hospitalized for emotional/mental problems
NO TREATMENT	No treatment for either substance abuse or emotional/mental problems

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HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

LENGTH OF TIME HOUSEHOLD HAS BEEN HOMELESS
BY MENTAL HEALTH STATUS OF HEAD OF HOUSEHOLD

TABLE OF HEALTH BY WOSHELT1

HEALTH( MENTAL HEALTH STATUS)     WOSHELT1(HOW LONG HAS R BEEN WO/HOUSING)

FREQUENCY        |
 PERCENT         |
 ROW PCT         |
 COL PCT         |< 1 WEEK|1-3 WEEK|1-2 MOS |3-5 MOS |6-12 MOS|> 1 YEAR|DK      |
                 |        |S       |        |        |        |        |        |    TOTAL
-----------------+--------+--------+--------+--------+--------+--------+--------+
SUBST ABUSE ONLY |       5|       2|      10|       8|       2|      13|       1|       41
                 |    2.03|    0.81|    4.07|    3.25|    0.81|    5.28|    0.41|    16.67
                 |   12.20|    4.88|   24.39|   19.51|    4.88|   31.71|    2.44|
                 |    8.93|    4.26|   21.74|   25.00|   12.50|   28.89|   25.00|
-----------------+--------+--------+--------+--------+--------+--------+--------+
EMOT PROBS ONLY  |       5|       2|       2|       2|       2|       6|       0|       19
                 |    2.03|    0.81|    0.81|    0.81|    0.81|    2.44|    0.00|     7.72
                 |   26.32|   10.53|   10.53|   10.53|   10.53|   31.58|    0.00|
                 |    8.93|    4.26|    4.35|    6.25|   12.50|   13.33|    0.00|
-----------------+--------+--------+--------+--------+--------+--------+--------+
HOSPIT ONLY      |       2|       3|       5|       1|       0|       7|       0|       18
                 |    0.81|    1.22|    2.03|    0.41|    0.00|    2.85|    0.00|     7.32
                 |   11.11|   16.67|   27.78|    5.56|    0.00|   38.89|    0.00|
                 |    3.57|    6.38|   10.87|    3.13|    0.00|   15.56|    0.00|
-----------------+--------+--------+--------+--------+--------+--------+--------+
SUBST/EMOT PROBS |       2|       0|       2|       0|       0|       1|       0|        5
                 |    0.81|    0.00|    0.81|    0.00|    0.00|    0.41|    0.00|     2.03
                 |   40.00|    0.00|   40.00|    0.00|    0.00|   20.00|    0.00|
                 |    3.57|    0.00|    4.35|    0.00|    0.00|    2.22|    0.00|
-----------------+--------+--------+--------+--------+--------+--------+--------+
SUBST & HOSPIT   |       2|       6|       2|       2|       2|       2|       1|       17
                 |    0.81|    2.44|    0.81|    0.81|    0.81|    0.81|    0.41|     6.91
                 |   11.76|   35.29|   11.76|   11.76|   11.76|   11.76|    5.88|
                 |    3.57|   12.77|    4.35|    6.25|   12.50|    4.44|   25.00|
-----------------+--------+--------+--------+--------+--------+--------+--------+
NO TREATMENT     |      40|      34|      25|      19|      10|      16|       2|      146
                 |   16.26|   13.82|   10.16|    7.72|    4.07|    6.50|    0.81|    59.35
                 |   27.40|   23.29|   17.12|   13.01|    6.85|   10.96|    1.37|
                 |   71.43|   72.34|   54.35|   59.38|   62.50|   35.56|   50.00|
-----------------+--------+--------+--------+--------+--------+--------+--------+
TOTAL                  56       47       46       32       16       45        4      246
                    22.76    19.11    18.70    13.01     6.50    18.29     1.63   100.00

FREQUENCY MISSING = 16
```

__KEY__ (Discrete categories)

SUBST ABUSE ONLY	Treated for substance abuse
EMOT PROBS ONLY	Treated for emotional/ mental problems
HOSPIT ONLY	Hospitalized for emotional/ mental problems
SUBST/EMOT PROBS	Treated for both substance abuse and emotion/mental problems
SUBST & HOSPIT	Treated for substance abuse and hospitalized for emotional/mental problems
NO TREATMENT	No treatment for either substance abuse or emotional/mental problems

HOMELESSNESS IN DELAWARE

STUDY CONDUCTED BY THE URBAN AGENT DIVISION
COLLEGE OF URBAN AFFAIRS AND PUBLIC POLICY, UNIVERSITY OF DELAWARE
AND THE SALVATION ARMY

CLIENT SURVEY, 1986

WHETHER HEAD OF HOUSEHOLD HAS FAMILY IN THE AREA
BY MENTAL HEALTH STATUS

TABLE OF HEALTH BY FAMAREA1

HEALTH(MENTAL HEALTH STATUS)   FAMAREA1(DOES R HAVE FAMILY IN AREA)

```
FREQUENCY          |
 PERCENT           |
 ROW PCT           |
 COL PCT           |YES      |NO       |   NA    |  TOTAL
-------------------+---------+---------+---------+
SUBST ABUSE ONLY   |     22  |     19  |      0  |     41
                   |   8.98  |   7.76  |   0.00  |  16.73
                   |  53.66  |  46.34  |   0.00  |
                   |  15.94  |  17.76  |      .  |
-------------------+---------+---------+---------+
EMOT PROBS ONLY    |     11  |      8  |      0  |     19
                   |   4.49  |   3.27  |   0.00  |   7.76
                   |  57.89  |  42.11  |   0.00  |
                   |   7.97  |   7.48  |      .  |
-------------------+---------+---------+---------+
HOSPIT ONLY        |     12  |      8  |      0  |     20
                   |   4.90  |   3.27  |   0.00  |   8.16
                   |  60.00  |  40.00  |   0.00  |
                   |   8.70  |   7.48  |      .  |
-------------------+---------+---------+---------+
SUBST/EMOT PROBS   |      3  |      2  |      0  |      5
                   |   1.22  |   0.82  |   0.00  |   2.04
                   |  60.00  |  40.00  |   0.00  |
                   |   2.17  |   1.87  |      .  |
-------------------+---------+---------+---------+
SUBST & HOSPIT     |      9  |      7  |      0  |     16
                   |   3.67  |   2.86  |   0.00  |   6.53
                   |  56.25  |  43.75  |   0.00  |
                   |   6.52  |   6.54  |      .  |
-------------------+---------+---------+---------+
NO TREATMENT       |     81  |     63  |      0  |    144
                   |  33.06  |  25.71  |   0.00  |  58.78
                   |  56.25  |  43.75  |   0.00  |
                   |  58.70  |  58.88  |      .  |
-------------------+---------+---------+---------+
TOTAL                    138       107         0      245
                       56.33     43.67      0.00   100.00

FREQUENCY MISSING = 17
```

KEY (Discrete categories)

SUBST ABUSE ONLY	Treated for substance abuse
EMOT PROBS ONLY	Treated for emotional/ mental problems
HOSPIT ONLY	Hospitalized for emotional/ mental problems
SUBST/EMOT PROBS	Treated for both substance abuse and emotion/mental problems
SUBST & HOSPIT	Treated for substance abuse and hospitalized for emotional/mental problems
NO TREATMENT	No treatment for either substance abuse or emotional/mental problems

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